$5

GLORIOUS ENTERPRISE

The History of the Auckland Education Board 1857-1957

IAN CUMMING

In the course of one hundred years the Auckland Board of Education has been affected for better or worse by changing political, commercial, social, religious and intellectual ideas, by financial depressions and wars, by educational developments in Britain, U.S.A., Australia and elsewhere, and by the enthusiasm of forceful personalities who have directed its administration.

The administrator will read in this History how earlier Board members, office staff and School Committees dealt with such subjects as the many education Acts, endowments, school buildings, accommodation, scholarships, consolidation, centralization, the education of girls, libraries, truancy, religious instruction, the extent of the Board's administrative area, and the qualifications required of Board members.

Administrators and teachers will be aware of the seriousness of examinations, experiments in teaching methods, new syllabuses, manual instruction, agricultural and physical education, scholastic certificates, educational commissions and reports, the supply, training, appointment, dismissal and qualifications of teachers, salaries and superannuation, probationary and pupil teachers, canvassing, grading, teachers' associations and the status of teachers.

Over the years, administrators, teachers, parents and pupils have been involved — in varying degrees — in educational theories and practices, denominationalism, private, secondary, technical, industrial, district high, junior high, intermediate, half-time and open-air schools, schools for handicapped children, punishment, larrikinism, immorality and juvenile delinquency.

It is a story with many frustrations yet the work of some of New Zealand's educational pioneers is not without inspiration for those who labour today in that glorious enterprise for the advancement of education.

GLORIOUS ENTERPRISE

The History of the Auckland Education Board 1857 - 1957

by

IAN CUMMING
B.A., M.Ed. (Melb.), Ph.D. (London), F.R.Hist.S.
Senior Lecturer in Education, University of Auckland

WHITCOMBE & TOMBS LTD
1959

FIRST PUBLISHED 1959

Copyright

NEW ZEALAND
NATIONAL LIBRARY SERVICE
Z 870.99311
1 Dec 59
524574

Printed and Published by
WHITCOMBE AND TOMBS LTD
CHRISTCHURCH AUCKLAND WELLINGTON DUNEDIN
HAMILTON LOWER HUTT TIMARU INVERCARGILL
LONDON MELBOURNE SYDNEY PERTH GEELONG

Most potent, grave, and reverend signiors,
My very noble and approv'd good masters.
Shakespeare — Othello, I.iii

United thoughts and counsels, equal hope,
And hazard in the glorious enterprise.
Milton — Paradise Lost

ACKNOWLEDGEMENTS

In August, 1956 I was invited to write the history of the Education Board of the District of Auckland. The amount of research was so vast that it was impossible to have the work available during the Board's centenary celebrations in 1957. If I had not been fortunate in having the willing assistance of a number of people at various stages of the work it would not have been completed as early as July, 1958. Although it is sometimes invidious to make distinctions I must acknowledge my grateful indebtedness to the following teachers:—Mr W. H. Bean, Mr J. Beever, Mr P. W. Boag, Mr B. B. Brown, Mr C. B. Browne, Mr T. R. Buxton, Mr D. M. Claret, Mr J. L. Clarkson, Mr R. G. Coldham, Mr J. F. Coughlan, Mr H. G. Dickinson, Mr D. W. Freeman, Mrs Barbara Gordon, Mr V. B. Herbert, Mr R. J. Judson, Mr O. Lawn, Mr J. R. Osborne, Mr H. K. Patience, Mr R. J. P. Pengelly, Mr D. Rathbone and Mr B. White; to Mr Campbell Boyle, former senior inspector of schools in Auckland, Mr L. leF. Ensor, superintendent of Education in Auckland, the Office Staff of the Auckland Education Board, and Mr C. A. Wallace, secretary of the Auckland Grammar Schools Board; to Mr R. A. Dickie, principal of the Auckland Teachers' College, and Mr D. W. Hunkin, lecturer in the Auckland Teachers' College; to Mr B. W. Hare, lecturer in Education, and Dr R. Winterbourn, professor of Education in the University of Auckland; to Mr G. Mackay, cartographer at the University of Auckland, who drew the maps; to Mr G. Ennor, secretary of the Congregational Union of New Zealand, Mr N. L. Macky, chairman of St Kentigern Trust, and the Rt Rev. W. J. Simkin, the Bishop of Auckland; to the staffs of the Auckland Public, University, Institute and Museum, and Education Department libraries; to Mr E. W. Henderson and Mr E. T. Pleasants; and to Miss Nora N. Buttle, Miss Olive Johnson, Mr W. J. R. Culpan, Mr G. M. Fowlds, Dr and Mrs R. G. B. Lusk, Mr M. Mitchell and Mr Alan Mulgan. The lithographed end-paper illustration of Auckland in the 1850s is from the Richardson Collection in the Auckland Public Library; that of Auckland in the 1950s is reproduced by kind permission of the National Publicity Studios, Wellington.

Auckland,
June, 1959.

I.C.

CONTENTS

Page

Acknowledgements vii

Contents ix

Maps xi

Chapter

1 Eighteen Hundred and Fifty-seven 1

2 The Board of Education 17

3 Seeds and Weak Beginnings 33

4 A Precarious System 52

5 Eminent Authorities 68

6 Rates and Taxes 84

7 Dispersion with Concentration 95

8 New Occasions Teach New Duties 111

9 Bareness of Reward 127

10 The Hucksters 136

11 The Greatest Blot in the Bill 154

12 Theory and Practice of Teaching 166

13 Heavenly Manna 181

14 After Supper of a Cheese-paring 198

15 Moulders of Raw Boys 213

16 The Liberal Deviseth 225

17 Pounds, Shillings and Pence 237

18 The Last of the Old Regime 246

19 Stubble instead of Straw 265

20 The Armament of Industry 282

21 Remember Such Things Were 298

22 Totis Viribus 313

23 Jubilee 328

24 Jolly Good Fellows 344

Chapter Page

25 THE OLD GRADATION 360

26 THE DARKENING SLOPE 369

27 A STATE OF WILD ALARM 381

28 COUNSEL AND ADVICE 395

29 PARENTS AND TEACHERS 409

30 THE BUSINESS OF WAR 424

31 EDUCATION AND EFFICIENCY 436

32 AN AGE OF FADDISTS 448

33 BUSINESS OF THE DAY 461

34 ALL SORTS AND CONDITIONS OF MEN 479

35 NOT BY PEDAGOGY ALONE 494

36 OFFICIALDOM AND LOCAL GOVERNMENT 512

37 UNIFICATION OF CONTROL 528

38 THE HANDS OF ESAU 540

39 MODERN TRENDS 552

40 THIS WORKING-DAY WORLD 564

41 BOARDS AND COMMITTEES 578

42 GUIDE-POSTS AND LANDMARKS 592

43 THE BLAST OF WAR 611

44 IN THE DOLDRUMS 624

45 RESURGAM 647

46 AMPUTATION WITHOUT ANAESTHETIC 662

47 THE BOARD OF EDUCATION 676

48 NINETEEN HUNDRED AND FIFTY-SEVEN 694

BIBLIOGRAPHY 709

INDEX 714

MAPS

The Education District of Auckland, 1857 page 29
The Education District of Auckland, 1878 page 112
The Education District of Auckland, 1957 page 670

CHAPTER 1

EIGHTEEN HUNDRED AND FIFTY-SEVEN

In March, 1857, Victoria had been on the throne for nearly twenty years. On 3 February — about two months before the birth of her youngest child, Beatrice — the Speech from the Throne had been delivered by the Lord Chancellor, Lord Cranworth, under a Royal Commission. It referred to provisions in the Treaty of Paris which had concluded the Crimean War, a difference between the Swiss Confederation and His Prussian Majesty, the discontinuance of diplomatic relations by Britain and France with His Sicilian Majesty and the withdrawal of missions from the Court of Naples, a treaty of friendship and commerce with Siam, hostilities between the British and Persian Governments, and insults to the British flag in China. In his criticism of the Speech the Earl of Derby referred to the unpopular income tax. When he moved the Address in the House of Commons, Sir John Ramsden noted that no reference had been made to Britain's convict criminal population. But convictism as a subject of debate did not compel oratory and it was left to Disraeli, in a long speech "little bless'd with the soft phrase" to attack Palmerston's foreign policy. And he, too, expressed the belief that income tax was permissible in time of war but not in a period "of profound peace". Palmerston, prime minister since February, 1855, withstood Cobden's resolution, carried by a majority of 16, condemning the Government's unnecessary violence in China. He appealed to the country, and largely because of his personal popularity won the General Election with an overwhelming majority. Numbered among Palmerston's ministers was William F. Cowper as Vice-President of the Committee of Privy Council for Education. The new parliament met on 30 April and on 7 May the Lord Chancellor delivered the Queen's speech, concluding with the words, "Her Majesty confidently commits to your wisdom and care the great interests of her empire; and fervently prays that the blessing of Almighty God may be vouchsafed to your deliberations, and may lead you to conclusions conducive to the objects of Her Majesty's constant solicitude, the welfare and happiness of her loyal and faithful people." Three days later, on Sunday, 10 May, the sepoy regiments at Meerut mutinied, massacred white men and women, and marched on Delhi. The news of the "sudden flood of mutiny" was followed by details of horrible atrocities and suffering, and during 1857 the British public mourned the loss of Henry Lawrence at Lucknow, Henry Havelock at Alumbagh and John Nicholson at Delhi. When the Queen and Prince Consort went to Balmoral in September they were "in sad anxiety about India". For a few days at the beginning of the previous month the Emperor and Empress of the French had visited Victoria and Albert at Osborne House. Napoleon at that time was enjoying a period of popularity with working-class, bourgeoisie, and Roman Catholics alike, and Eugénie, thirty-one years old, delicate, graceful, elegant, charming and fascinating, was, according to Lytton Strachey, in the plenitude of her beauty. In the meantime, Bismarck, who was to be instrumental in sending Napoleon and Eugénie back to England and Chislehurst, was Prussian federal representative and plenipotentiary at the Frankfort Diet.

Neither European politics nor colonial developments could upset English institutions, English tastes and English fashions and in 1857 "Society" saw Oxford win the Boat Race by ten lengths, made excursions to Ascot where Lord Zetland's Skirmisher won the silver Gold Cup, and attended the festival at the Crystal Palace, Sydenham, celebrating the centenary of the death of Handel. Yet some vigilant souls could discern signs of over-indulgence in recreation; they deplored the inability of people to use the leisure afforded by the Sabbath. The mid-century theatre was a costly luxury; the Caves of Harmony in the Strand, Maiden Lane and Bow Street were not resorts suitable for family gatherings. For a moderate cost the entertainment-seeker could thrill to the sights provided by panoramas, cycloramas and dioramas. Indoor amusements were reading, singing hymns, playing the piano, chess, cards (cribbage and bezique) and dancing (the waltz and polka). Like the outdoor sports of hunting, shooting and fishing, these were, for the most part, individual affairs. But the desecration of the Sabbath assumed a dire form when it appeared possible that the British Museum and the Crystal Palace would be opened for the masses or that military bands would play in the parks on that day. To preserve the solid character of "the Sabbath made for man", Shaftesbury, as Chairman of the Lord's Day Observance Society and the Working Men's Lord's Day Rest Association, worked with unceasing and passionate enthusiasm.

There is nothing to be gained in attempting to prove that 1857 was one of those "memorable" years in history which divide one era from another. Figures passed from the mortal scene and those who remained saw in their passing the vision of other, different days. Auguste Comte, leader of the Positive School of Philosophy, died in September. In May the adventures of the fabulous Vidocq, master of crime and Chef de la Police de Sûreté de Paris, ended. The death in Paris of the Princess Lieven recalled those early years of the century when she had entered London society about 1812 on her husband's appointment as Russian ambassador. In London, Evans's Supper Rooms lost one of its habitués in the brilliantly witty Douglas Jerrold. And on 10 August John Wilson Croker went "into a world where there was no more gossip". In the literary world of 1857, Tennyson was Poet Laureate, Dickens was writing *Little Dorrit,* Thackeray was telling the story of *The Virginians,* and Carlyle was employed upon his *History of Frederick the Great.* Macaulay, still working on his *History of England,* surprised Victoria by accepting a peerage. Kingsley followed the publication of *Westward Ho* (1855) with that of *Two Years Ago.* Buckle achieved immediate notoriety with the first volume of his *History of Civilization.* Ruskin lectured in Manchester on *The Political Economy of Art.* And in Dublin a Puritan middle-class family celebrated the birthday of the one-year-old George Bernard Shaw. In the United States, Longfellow had recently published *The Song of Hiawatha,* Emerson had commenced to issue his series of essays, and James Russell Lowell was editor of the *Atlantic Monthly;* the case for the abolition of slavery was being eloquently presented by Henry Ward Beecher and Wendell Phillips, and in New York, Edwin Booth was captivating audiences with his brilliant tragic acting. There have always been modern girls and 1857 was not without its Egerias. Mrs Gaskell issued her controversial *Life of Charlotte Brontë* and George Eliot had not long returned from the Continent to England with George Henry Lewes. In July, 1856 Florence Nightingale, in need of a prolonged rest, had left Scutari, but ere long she had started on her mission against the traditionalists at the War Office. In the antipodean autumn of 1856 the adventuress, Lola Montez, disbanded her troupe in Australia, returned to Europe, and in 1857 visited New York for the second time. The sensation-seeker of 1857, too, had some satisfaction when, in Glasgow, the case against twenty-one-year-old Madeleine Smith for the murder of her lover Pierre L'Angelier was not proven.

"Change," said Disraeli, "is inevitable. In a progressive country change is constant." Had one asked for the ocular proof of this in 1857 the realms of science and commerce could have provided corroborative detail. Since 1846, Lord Kelvin had occupied the Chair of Natural Philosophy in the University of Glasgow and James Clerk Maxwell had only recently succeeded to the similar chair in Marischal College, Aberdeen. Faraday, at sixty-six, was still engaged on his experimental researches and in 1857 declined the Presidency of the Royal Society. In 1857 compressed air was used for driving machinery during the construction of the Mount Cenis tunnel beneath the Col de Fréjus. Ten years before this Dr James Y. Simpson of Edinburgh had used chloroform as an anaesthetic in surgery. The first Act concerning compulsory vaccination in England had been passed in 1853. And in a letter, dated 5 September, 1857, to the American botanist Asa Gray, Charles Darwin wrote his first clear statement of the theory of natural selection. The prosperity which British agriculture was then enjoying was due in great measure to scientific developments in railways, the use of steam, drainage, and the application of chemistry. It was essential that the new class of engineers be given at least an elementary scientific education; but many years were to elapse before Britain thought of subsidizing industrial research. The eighteen-fifties in the United States were, for the most part, years of material progress. Isaac Singer and Elias Howe were involved in litigation over the new sewing machine, extensive use was being made of McCormick's and Hussey's reaping machines, railways and the telegraph were extended, new gold finds were made in California, and fortunes were amassed. But impetuous speculation led to the financial panic of 1857; banks stopped payment, manufacturers were ruined, unemployment rose, and the machinations, hollowness and treachery which the rest of the world associates with American municipal affairs were already firmly entrenched in New York. Republican Abraham Lincoln was as yet little known outside Illinois and in 1857 the fifteenth President was the pro-slavery Democrat, James Buchanan.

During the first half of the nineteenth century the struggle to improve the administration and organization of education in the United States was slow until control of the schools passed to such men as Horace Mann in Massachusetts and Henry Barnard in Rhode Island and Connecticut. Gradually the Latin grammar school decayed, giving way to the evolution of the Academies with their more practical curricula; since these new schools admitted girls as well as boys they marked the beginning of higher education for women in that country. By 1857 most of the States had forbidden by legislation a diversion of their funds. Meanwhile in France there was a reaction against the State assuming control of education. There was no change in the Roman Catholic Church's principle "that religion should be the first and main object of all education although there were great concessions to the demands for more stress on the secular subjects."[1] Still, it did not enjoy in 1857 the scholastic power which it exerted in France one hundred years before. Religious instruction made a brief return to Prussian education during the reign of the reactionary Frederick William IV (1840-61), but in general the relation of the Prussian State to education still abided by the *Allgemeine Landrecht* of 1794 by which all public schools and educational institutions were under the supervision of the state and were at all times subject to its examination and inspection. A national system of education in England was late in developing yet the beginnings of state support can be found in the policy of Alfred the Great "that every youth now in England that is free born, and has wealth enough, be set to learn". On 17 August, 1833, an item for the purposes of education appeared in the Report of the Committee of Supply. By a vote of 50 to 26 the House of Commons resolved "that a sum, not exceeding twenty thousand pounds, be granted to His Majesty, to be issued in aid of Private Subscriptions for the Erection of School Houses, for the Education of the Children of the Poorer Classes in Great Britain, to the 31st day of March, 1834". The government grant was divided between the rival bodies, the Tory and Anglican National Society and the Whig and Non-conformist British and Foreign School Society; so the conflict persisted between denominations in England and retarded the growth of a national system. Early in 1855, Sir John Pakington introduced a bill to place increased powers in the hands of a State education department. He reviewed the sad state of education in England and Wales, noting, among other things, the need for a Minister of Education, the unequal distribution of the meagre parliamentary grants, the poverty and indifference of parents, and the inferior schooling given to the small percentage of children attending. He told the Commons that whenever he asked why men persisted in declaring that it was impossible to remedy the frightful condition of English education he was informed that it was "because one man is a Churchman, and insists on teaching the Catechism, and another man is a Dissenter, and will not receive the Catechism". Pakington proposed to place the general conduct of education in the hands of bodies popularly elected; these boards would have power to provide schools where necessary, superintend the general education of the districts and levy rates for defraying the expenses of maintaining the education of the people in those districts. He proposed that the boards should act under the general superintending authority of a Central Education Department. To reconcile religious teaching with the most scrupulous regard for the conscientious opinions of individuals Pakington proposed that schools in connection with every religious denomination recognized by the Committee of Council for Education should be equally entitled to claim the benefit of the rate, subject to the most important and indispensable conditions that no children could be excluded from any school on account of their religious creed and that children should not have forced upon them the religious instruction of the Church. The religious teaching in new schools should be in accordance with the majority of people in the district. Lord Robert Cecil, objecting to the permissive nature of the measure, observed that if people were not generous enough or rich enough to subscribe to the building of a school it would be doubtful if they would be generous or rich enough to impose a rate upon themselves for that purpose. Lord Stanley, in general agreement with Pakington, foresaw that whenever a new and free school was provided by public money and religious teaching was given there would always be a good deal of angry feelings produced. There was great argument about the proposals of the zealous Pakington and the bill was withdrawn. "I dread, sadly dread, these schemes of national education," Lord Shaftesbury wrote in his diary. "Pakington," he continued, "who is a good man, and a sensible one, has taken the lead in a scheme for local rates to maintain the education of the people. Such a plan is a death-warrant to the teaching of Evangelical religion. It had better be called 'a water-rate to extinguish religious fire among young people'. Here, indeed, we must betake ourselves to prayer, for the scheme poisons the very root, and causes that 'things, which should have been for our peace, be unto us an occasion of falling'."[1] In February, 1857, Pakington was given permission to bring in another bill to promote education in corporate cities and boroughs. Aware that the general feeling of the House was strongly against compulsory education he gave his new bill a permissive character. The principles which Pakington desired to establish by his bill were three in number, — religious freedom and toleration, local contribution to the support of schools, and local management and control of funds so raised. But, as in 1855, he did not proceed with it.

---

[1] C. E. Elwell, *The Influence of the Enlightenment on the Catholic Theory of Religious Education in France, 1750-1850* (Harvard University Press and O.U.P., 1944).

It is not surprising that the problems which beset educational administrators both in the old world and in the new should have reappeared in Australia and New Zealand — land endowments, local taxes, elected boards of management, state aid to voluntary organizations, the relation of the State to the family and to the Church, politics and education, permissive bills, and the differences of opinion on secular and religious teaching. To this discouraging catalogue of contentious subjects which hindered the development of education there must be added the pseudo-pedagogue, an offensive person whose loss — at any stage of history — would be "a distinct gain to society at large". When he made the first Presidential Address to the Educational Institute of Scotland, on 18 September, 1847, Dr Leonhard Schmitz, Rector of the High School, Edinburgh, spoke of the confusion caused among teachers and parents by "advisers" who endeavoured to influence either the Government or the public and who were "in most cases mere *amateur* Pedagogues, who had never visited a schoolroom except in their own boyhood, and who knew as little about educating and training a young mind as a person knows about anatomy who has never been in a dissecting-room". It is regrettable that the colonists of Australia and New Zealand attempted to transplant so many of the educational imperfections of the Mother Country. The unnatural strength of the umbilical cord which tied Australia to the Motherland was just as evident in the case of the infant New Zealand.[1] From the early years of the century to 1840, Kororareka (Russell) at the Bay of Islands was an important whaling and trading centre with a boisterous waterfront of hotels and grog shops. On 29 January, 1840, Captain William Hobson arrived in the Bay of Islands and on the following day landed at Kororareka. A few days later, on 6 February, at a place near the mouth of the Waitangi River and close to the home of James Busby, the British Resident, the Treaty of Waitangi was signed. On 21 May, Hobson issued a Proclamation formally declaring "all rights and powers of sovereignty over the said Northern Island" to be ceded to "Her Majesty the Queen of Great Britain and Ireland absolutely and without reservation". For the next six months New Zealand was a dependency of the Crown Colony of New South Wales under a Lieutenant-Governor. Hobson did not approve of the Bay of Islands as the site for his headquarters in spite of its "golden sands and lukewarm waters" and, on the advice of the Rev. Henry Williams he went south in the barque *Anna Watson* (Captain Stewart) and decided that the place for a village was the south shore of the Waitemata. With government officers to organize the new capital, Hobson arrived in the Waitemata on 16 September; he landed on Friday the 18th, hoisted the British flag at Fort Britomart and took formal possession of the area. However it was not until 11 March, 1841, that Hobson officially took up residence in Auckland. In the meantime — on 16 November — New Zealand had been created a separate Colony; the letters patent took effect in the colony on 3 May, 1841, and New Zealand was then a Crown Colony with a Governor and a nominated Legislative Council. This was the country's status for about twelve years. On 28 July, 1841, Hobson laid the foundation stone of the first church in Auckland; St Paul's was consecrated on 17 March, 1843, by Bishop Selwyn. At the end of July, 1841, the energetic Bishop Pompallier made his first visit to Auckland, received a grant of land, and made arrangements for a priest to be stationed there. It seems probable that the first school in Auckland was opened by Father Petitjean and taught by Patrick Hennessy and his wife, Catherine. In 1842 the Anglicans had a parochial school at Parnell directed by Mr and Mrs George Lilly. About the middle of the same year the Mechanics' Institute and Library were established in Chancery Street — and many miles to the south, at Massacre Bay (later, Golden Bay), a settler named McDonald made New Zealand's first reported gold find. Hobson did not enjoy his governorship for long, dying on 10 September, 1842 at the age of 49. A month after his death 500 immigrants arrived in Auckland from Greenock, Scotland, by the ship *Duchess of Argyle* and the barque *Jane Gifford.* One of the passengers on board the *Jane Gifford* was Robert Graham, then aged 22, son of a wealthy coalmine owner and farmer; his brother David was then at the Bay of Islands and until 1850 when the partnership was dissolved they traded as "R. & D. Graham". The great majority of the emigrants were from Paisley and were the remnants of several emigration societies which had existed for some time in that part of the country. The tone of the young settlement of about 3000 souls was not raised when, in November, 60 boys aged between 12 and 19 arrived from Parkhurst Prison on the Isle of Wight. From Hobson's death until the assumption of office by Captain Robert Fitzroy, R.N., on 26 December, 1843, Lieutenant Shortland acted as Administrator. Fitzroy was governor of New Zealand until his recall in November, 1845. During his term of office, on 2 July, 1843, Auckland's first Methodist Church was opened in High Street and in the following March the Rev. Walter Lawry arrived to take charge of the Auckland circuit. The year 1843 saw the first sale of government land on the North Shore when, on 18 September, 20 acres were sold for £2 an acre. Between July, 1844 and March, 1845 Hone Heke demonstrated his contempt for British authority by felling the flagstaff at Kororareka on four occasions; and on 11 March, 1845, along with Kawiti, he organized the sacking and burning of Kororareka, preserving little more than the Anglican and Roman Catholic church buildings. About seven months later the *British Sovereign* (Captain Cleary) arrived in the Bay of Islands from London with 80 officers and men of the 58th Imperial Regiment ("The Black Cuffs"); the officer in command of the troops was Colonel Robert Henry Wynyard.

---

[1] E. Hodder, *The Life and Work of the Seventh Earl of Shaftesbury, K.G.* (London, 1886).

---

[1] This study will concentrate on Auckland and he who would read of detailed educational developments in other parts of New Zealand must seek elsewhere.

On 14 November, 1845, the plausible, obstinate George Grey arrived in Auckland and four days later commenced his duties as Governor; this position he retained until the end of December, 1853.[1] Only 33 when he arrived in Auckland, he had already made a name for himself through his heroic, if disastrous, explorations along the north-west coast of Western Australia, and particularly as governor in South Australia where his work had been notable because of his humane attitude to the aborigines and his interest in education. He brought with him Dr Charles Knight who, in 1841, had sailed as surgeon on the *Lord Glenelg* which had taken him to Adelaide to succeed Colonel George Gawler as Governor of South Australia; so successful had Knight proved in the colonial secretariat that Grey, in February, 1846, appointed him auditor-general. The war in the north ended on 11 January, 1846 with the British attack on Kawiti's Pa at Ruapekapeka. At about the same time the Wesleyan Church started a school in the Mechanics' Institute, and in the same year Bishop Pompallier laid the foundation stone of the first Roman Catholic church, St Patrick's Cathedral, in Wyndham Street. In November, Earl Grey, the Colonial Secretary, in a despatch to Governor Grey stated that 900 men would be sent to New Zealand from New South Wales, while a force of a different character would be formed in England and sent direct to Auckland; this force for the defence of the settlement against Maori attacks would be known as the Royal New Zealand Fencibles. The first detachment of these pensioners, comprising a large number of Irish Roman Catholics, under Captain Kenny, arrived by the *Ramillies* on 5 August, 1847, and in November moved into quarters at Onehunga; a second pensioner settlement was made at Howick and for the third and fourth villages Grey chose Panmure and Otahuhu. The year 1847 was a noteworthy one for Presbyterian settlers because of a meeting held on 23 April at the home of William Gorrie in Shortland Street; this preliminary session was followed on 4 May by a public meeting in the courtroom presided over by the Colonial Secretary, Dr Andrew Sinclair; an appointed committee communicated with the Colonial Committee of the Free Church of Scotland on the important matter of sending a minister to the Scots of Auckland. The Anglicans made further progress in 1847 when George Adam Kissling, later Archdeacon of Waitemata, started building St Barnabas' Church. On 7 October, Grey issued "An Ordinance for promoting the Education of Youth in the Colony of New Zealand". Towards the end of 1844 St John's College had been moved from Waimate to Tamaki, Auckland, and it is probable that when Grey was composing his ordinance he was influenced by Selwyn's industrial system instituted there.[1] It was made lawful for the Governor to establish and maintain schools out of the public funds of the Colony provided that the sums advanced in any one year did not exceed one-twentieth of the estimated revenue of the Colony or Province for that year. Every school was to be subject to inspection once at least in the year and Inspectors appointed were to make their reports in writing to the Colonial Legislature. In every school there was to be provision for instruction in the English language, industrial training, and religious education, but the children of parents dissenting from the religious doctrines to be taught in any school could attend as day-scholars without being instructed in the doctrines of religion. Every school had to be placed under certain superintendents or managers who had the power to appoint and dismiss teachers. This ordinance gave state aid to those denominational schools that submitted to inspection, and it made compulsory, in those schools that accepted financial assistance from public funds, the teaching of religious doctrine. The Schedule appended to the Ordinance indicates not only the general influence of the Church in colonial education but also those denominations that were most vigorous in 1847, — "The Bishop of New Zealand, The Bishop or other the head of the Roman Catholic Church in the Colony of New Zealand, The Superintendent of the Wesleyan Mission, The Head or Minister of any other Religious Body who shall have engaged in the education of youth in the Colony of New Zealand."

---

[1] Grey was Lieutenant-Governor till 1 January, 1848, Governor-in-Chief over the Islands of New Zealand and Governor of New Ulster and of New Munster from 1 January, 1848 to 7 March, 1853, and Governor from 7 March to 31 December, 1853.

---

[1] See J. K. Davis, *History of St John's College, Tamaki, Auckland, N.Z.* (Auckland, 1911).

An interesting transaction made in Auckland on 8 November, 1847 was the sale by auction of some centrally-situated land and its purchase by 32-year-old James Dilworth of Remuera, formerly of Dungannon, County Tyrone and more recently of Sydney, for £231. In 1848 New Zealand was divided into two Provinces, New Ulster and New Munster, with E. J. Eyre and Major-General G. D. Pitt as Lieutenant-Governors. In the same year Grey was made a Knight Commander of the Bath. The Presbyterians in 1849 at last received some little spiritual relief; the Rev. George Ann Panton, after a passage of 126 days, arrived in Auckland on the *Duke of Portland* on 15 January. A fellow-voyager was Thomas Macky who had left a brother, John, behind him in Ireland. The Rev. John Macky, born at Salem in County Derry in 1821, had taken his Arts degree at the University of Glasgow and had then returned to Fahan in Ireland where for twelve years he carried on his ministry before being sent out by the Presbytery of Derry as "Missionary to New Zealand". The Rev. G. A. Kissling, in 1849, took charge of the Native Girls' School in Parnell; this institution merged with St Stephen's School which Bishop Selwyn founded in 1850 for the education and industrial training of children of both races in New Zealand and the adjacent islands of the Pacific. The site occupied the summit of the slope which rose gradually from the southern shores of the Waitemata. Two other endowed institutions in particular were comparable with St Stephen's; they were the Roman Catholic St Mary's College, North Shore, and the Wesleyan Three Kings' School. With premature eagerness Auckland was raised to the status of a borough in 1851 with Archibald Clark, founder of the wholesale firm Archibald Clark & Sons Ltd, as Mayor; among the councillors were Patrick Dignan, from County Galway, a close friend of Grey and in his day a director of the Auckland Gas Company, a trustee of the Auckland Savings Bank and a large shareholder in the Bank of New Zealand, Frederick Ward Merriman, a jovial lawyer and prominent Freemason, James O'Neill, a chemist from County Leitrim, Theodore Minet Haultain, an English soldier who was for some time in charge of the 8th Division of the New Zealand Fencibles, and William Powditch, an older man than most of the others, an extensive traveller and mercantile speculator, who had arrived in Auckland from the Bay of Islands in 1845, and who in 1865 was to be author of some *Observations on the Harbour of Auckland.* The borough, including Onehunga, Panmure, Otahuhu, Howick, Epsom, Tamaki and Whau, covered an area of 58,000 acres.

William Swainson has recorded for posterity the social and commercial life in Auckland in the eighteen-fifties.[1] He was not alone in his opinion that the harbour of Auckland had no equal in New Zealand. When the Hon. J. Inglis, Minister of Public Instruction in the New

---

[1] *New Zealand and its Colonization* (London, 1859).

South Wales Legislative Assembly, visited New Zealand he thought that Auckland harbour with its wider sweep, its greater diversity and bolder features, had a beauty of its own which made it a not unworthy rival of Sydney harbour.[1] The Waitemata was not subject to heavy squalls and sudden gusts of wind and, according to Swainson, canoes from all parts of the neighbouring gulf were continually arriving and departing and, with nearly 100 vessels from distant ports, upwards of 600 coasters, and nearly 2000 canoes yearly entering the harbour, the once lone waters presented a lively and businesslike appearance in 1857. The first wharf, Wynyard Pier, was built in 1851, Fore Street (Fort Street) ran along the waterfront, trading schooners unloaded their cargoes at a spot occupied years later by the Bank of New Zealand, and rowing boats reached Victoria Street. The construction of the Great South Road and the Great North Road was begun in the late 'forties; the few roads of the Province were in very poor condition and the lack of overland communication prevented the rapid growth of rural settlement. The principal means of travel remained the natural harbours and rivers with their ferries and fords. Most of the population of course was concentrated around Auckland, between Henderson and Waiuku. In the 'fifties the method of travelling from Waiuku to Auckland was by boat to Onehunga and then by coach. In 1854, Josiah Clifton Firth arrived in Auckland and although he was, for a time, secretary of the Freedom of Religion Society, he achieved more success with his interest in the plains of Matamata. Settlement was sparse around Whangarei, although gum, flax and timber trading was only gradually giving place to cattle raising and sheep farming. On 15 November, 1853 John Anderson Brown purchased 153 acres from the Crown for £68. 17. 0. and the township planned at the head of the river Mahurangi was named Warkworth. Although the Rev. James Wallis of the Wesleyan Mission had been working in Raglan among the Maoris before 1854 it was then that W. P. Cogswell, from Taranaki, made the first settlement there. Around Poverty Bay there were only a few old whalers and pakeha-maoris. But on 17 September, 1853, the schooner *Gazelle* (Captain M. McKenzie) of 175 tons arrived in Auckland with "a valuable addition to the population"[2] from Scotland, Nova Scotia, Cape Breton Island and, more recently, Australia; the *New Zealander* gave as the reason for the trans-Tasman migration the "superior agricultural advantages" for which New Zealand was becoming "so deservedly famed"! On board the *Gazelle,* among a number of Munros, Campbells, McDonalds and McKays, were Angus (Aeneas) Morrison and his family; he had been a medical student in Edinburgh and a teacher in Nova Scotia, and now, with his fellow travellers he settled at Waipu. The European population of Auckland Province in December, 1857 numbered 16,315, of whom 4189 could not read and 2301 could read but not write; as far as it could be ascertained the aboriginal population at the same date was 38,269. So much did early Aucklanders "construe things after their own fashion" that they practised many forms of religion; about 43 per cent. classed themselves as Anglican, about 23 per cent. were Roman Catholics, 16 per cent. were attached to the Free Church of Scotland or some other Presbyterian group, about 7 per cent. were Wesleyan Methodists, and among the lesser denominations were Independents, Baptists, Hebrews, Primitive Methodists, Lutherans, Unitarians, Israelites, Friends, Universalists, besides "other denominations", "Protestants", "Dissenters", and "Nonconformists". There was enough religion to ensure eternal discord and sufficient fuel for men to lose their reason should controversy be excited. For picturesque effect the site of Auckland was well chosen but "the inequalities of the ground" were too great to be convenient for handcarts, wheelbarrows and perambulators. With few exceptions the streets were narrow, "most of them as yet being but partially built upon"; while Queen Street followed the Ligar Canal it is probable that Hobson Street was intended to be Auckland's principal thoroughfare. Horses, gigs, buggies, hansom cabs and omnibuses, together with the lack of any sanitary services ensured that the streets were always in a filthy state. This unhealthy condition was due also to the want of an efficient system of local administration and the influence on town affairs of cliques controlled by wealthy landowners. These petty traffickers made no provision to prevent the crowding together of miserable hovels in confined back streets and Swainson complained of the noxious exhalations from a thousand stagnant cesspools that were allowed to taint the air "and the city continues still unlighted, unwatered, and undrained". Even the principal public buildings, churches, chapels, barracks, offices, the house of assembly, courthouse and gaol were unimpressive and "almost without exception built without any regard to beauty or design". Government officials were always a numerous body and most of them resided in Parnell or its aristocratic rival, Ponsonby. New arrivals found Auckland more expensive than a provincial town in England as a place of residence. While Swainson complained that house-rent and servants' wages were at least double what they were in England and articles of clothing were dearer, he did rejoice that "there are no taxes in New Zealand, nor any rates or dues and money can be safely invested on real security at the rate of £10 per cent.". Wealth was the passport to society and political influence. A "Representative Constitution" and a "Responsible Government" meant little to the small farmers, labourers, miners, gum-diggers and bushmen who lived in isolated rural districts; politically they were apathetic and their lives were, for the most part, flat and unprofitable. A comparatively small group of men made fortunes in commerce, gaining a monopoly of imports, with interests in banks and breweries, and re-investing their easily-won wealth in land; they were then in positions to become public benefactors. Flax, too, was a source of profit. Swainson spoke of the large grass and clover paddocks which could be seen in every direction from Auckland. They reminded him of England's green and pleasant land but they had a different appeal to such capitalist farmers as Robert Graham and James O'Neill, or to such speculators as Frederick Whitaker and James Williamson, or to the many settlers who wished to make direct purchase of land from the Maoris. When the sixth edition of T. S. Forsaith's pamphlet on New

---

[1] J. Inglis, *Our New Zealand Cousins* (London, 1887).
[2] *The New Zealander,* 21 September, 1853.

Zealand was published in London in 1857 it carried an advertisement which read, "Forty Acres of Land and a passage to Auckland for £16. Free grants of Land in the following proportions will be given to settlers proceeding to Auckland at their own cost, viz.:—For every person over 18 years of age 40 acres; every person between 5 and 18 years of age 20 acres. See Shaw, Savill & Co., Billiter St, London, E.C."[1] According to Swainson there were few amusements in the Auckland of the 'fifties. He listed riding, boating and fishing as the favourite recreations of "gentlemen". Once a week during the summer months the regimental band played for a couple of hours on the lawn in the Government grounds; to amuse the fashionable world there were two or three balls in the course of the year, a few concerts, an occasional riding-party, picnic or water-party, fern-hunting, a ride to the kauri forest, and a trip to the Waikato, or to the lakes of Rotorua. The younger portion of the community found "dissipation in the milder form of temperance and tea-meetings, school-feasts and lectures". To the sportsman, said Swainson, New Zealand offered little or no attraction; of hunting there was none, and pigeons, curlew and wild duck afforded the only sport for the gun. When he gave his opinion that the province had never been celebrated for its breed of racehorses he was unfair to a young country. Henry Redwood had arrived in New Zealand in 1841 and in 1858 and 1859 he took horses to Melbourne and Sydney and the success which he had there foreshadowed the long list of New Zealand Melbourne Cup winners — among them, Martini Henry, Carbine, Apologue, Sasanof, Nightmarch, Phar Lap, Wotan, Catalogue and Rising Fast! The eighteen-fifties were not without their "great events". In 1852 New Zealand's first official gold-field was proclaimed at Kapanga Stream, Coromandel; the Auckland Museum was opened on 24 October, 1852, in a four-roomed cottage in Grafton Road; St Matthew's was constituted a parish in 1853; the first inter-colonial service between New South Wales and New Zealand was inaugurated by the *William Denny* (595 tons) in 1854;[2] in July, 1855, adhesive stamps were introduced, postage payable by the sender, and a Post Office was established in High Street; English mail took ninety days to reach Auckland but Swainson was optimistic that, by the Steam Postal route by way of Panama, the distance from London would not exceed fifty days; the first Baptist Church in Auckland was formed in 1855 with its chapel and schoolroom at the corner of Wellesley and Chapel Streets; R. B. Shalders, a prominent Baptist, founded the Y.M.C.A. and its first home was built in his garden in Chapel Street in 1855; and in January, 1857, Wiremu Tamehana Te Waharoa (William Thompson), known as the New Zealand King Maker, went to Auckland to meet Governor Browne but was not received. "Uninteresting as life in this uncivilized banishment may appear," concluded Swainson, "the salubrity of the climate, the home-like appearance of the country, and the liberal character of its political institutions, all tend to reconcile our country-men to regard New Zealand as their home. Those who are occupied with the real business of life make no complaint of the dullness of existence."

---

[1] The pamphlet was entitled *New Zealand. A Hand-Book for Emigrants; being a Digest of the most Recent and Authentic Intelligence respecting Auckland, the Capital of the Colony.*

[2] The *William Denny* was wrecked at North Cape on 3 March, 1857.

Auckland's Borough Council did not last long, owing to the disallowance in England of the Land Fund Appropriation Act, upon which the Corporation depended chiefly for its revenue. When the Constitution Act of 1852 was passed its existence ended. An Act to grant a Representative Constitution to the Colony of New Zealand was passed by the British Parliament and became law on 30 June, 1852; on 17 January, 1853, Governor Grey issued a proclamation bringing the act into operation in New Zealand. It abolished the Provinces of New Ulster and New Munster which had been set up under the Charter of 1847 and replaced them by six new provinces — Auckland, New Plymouth, Wellington, Nelson, Canterbury and Otago. The boundaries were fixed by a proclamation of the Governor on 28 February, 1853. Each of the provinces was to have an elected Superintendent and a Provincial Council of not less than nine members. The General Assembly of the colony was to consist of a Legislative Council of not less than ten members nominated by the Crown for life and a lower House of Representatives of not fewer than twenty-four and not more than forty-two members elected for five years. Certain specific matters, including customs duties, coinage and currency, and marriages, were excluded from the jurisdiction of the Superintendents and Provincial Councils. Education was not on the list; it became the duty of the Provinces to provide for the education of the colonists.

In Auckland the genial Colonel R. H. Wynyard was elected Superintendent on 1 July, 1853, by 922 votes to the 820 gained by his opponent William Brown, of the merchant firm of Brown, Campbell & Co.. When Grey left the Colony, Wynyard assumed the office of Administrator on 3 January, 1854 and it was he who summoned the General Assembly to meet in Auckland on 24 May. Three days after assembling in what one member called "a great wooden barn-shaped affair, which might serve for a hospital, a gaol, or a barracks, or, if gutted, be turned into a Methodist meeting house", the First Parliament "was formally opened, with authority to make laws for the peace, order and good government of New Zealand". Although the seat of government was in Auckland the early local members did not make a great mark among the statesmen who met in council there. Compared with James Macandrew (Town of Dunedin), Edward Gibbon Wakefield (Hutt District), Edward Jerningham Wakefield (Christchurch Country District), Isaac E. Featherston (Wanganui and Rangitikei District), James E. Fitzgerald (Town of Lyttelton), and the cultured English solicitor Henry Sewell (Town of Christchurch), the Aucklanders, Hugh Carleton (Bay of Islands), J. T. W. Bacot and Joseph Greenwood (Pensioner Settlements), F. W. Merriman and William F. Porter (Suburbs of Auckland), William Brown, James O'Neill and Loughlin O'Brien (City of Auckland), John Gray and John C. Taylor (Southern Division) and even Thomas Spencer Forsaith (Northern Division) were of little consequence in colonial administration.

Inexperienced in practical politics, Wynyard was directed in colonial matters by Swainson, his able Attorney-General, "sinuous and secretive",[1] and in provincial matters by the Provincial Solicitor, Frederick Whitaker, shrewd, cautious, far-sighted, persuasive, patient, watchful, persevering and most industrious.[2] The first meeting of the Auckland Provincial Council was held on Tuesday, 18 October, 1853, with Thomas H. Bartley, a solicitor who had been associated with Whitaker in Kororareka, as Speaker.[3] In his Address to the Council Wynyard spoke with confidence on the future of the newly-created Province of Auckland, "extending from the North Cape to Mokau, a distance of nearly 300 miles, with an extreme breadth of about 150 miles". It was in the direct line of steam communication about to be established with Great Britain and would shortly become the nearest, instead of the most distant, of her Australasian possessions, "with an extensive sea-board, indented into numerous safe and commodious harbours, with its surface generally available for cultivation, having a healthy climate and fertile soil, abundantly watered, rich in valuable timber, and not without indications of mineral wealth". "I believe it would be difficult," he said "to find any equal portion of the earth's surface, which comprises so many natural advantages for British colonization as the Northern Province of New Zealand." He referred to immigration, whalers and coasters, increased revenue, the export trade, food productions, and the stimulus given to agriculture by the mode of disposing of Waste Lands of the Crown. With the hope that members would avoid "hasty, partial and uncalled-for Legislation", Wynyard exhorted them to conceive legislative measures in a just and liberal spirit "founded on sound principles, efficient in their provisions, intelligible in their language, and adapted to accomplish the objects for which they may be enacted". In regard to the form and style of future acts he advised "brevity, simplicity and practical utility". On 15 December a Select Committee was appointed to consider the state of education in the Province; it consisted of John Anderson Gilfillan, James Thomas Boylan, John Williamson, George Clarke, James Dilworth, Joseph Brennan and Allan O'Neill. The first session was prorogued on 16 February, 1854. In the course of a long speech at the opening of the second session on Wednesday, 25 October, Wynyard referred to the Waste Lands Act, "one second in importance to none other" by which the Provincial Council could recommend to the Governor regulations for the sale, letting, disposal and occupation of the Waste Lands of the Crown. He also referred to another matter "of the first importance". He felt that the General Assembly would finally determine to exercise a controlling power over a system of education for the people. He did not think that the Provincial Council should deal actively with the subject but "an expression of deliberate opinion by the Council on the subject would have its proper weight in finally determining the course to be pursued". In the following month, on the motion of Williamson, a second select committee consisting of Boylan, Clarke,

---

[1] William Gisborne, *New Zealand Rulers and Statesmen 1840 to 1885* (London, 1886).

[2] *Ibid.*

[3] Bartley was Speaker from 1853 to 1857. He was succeeded by William Powditch (1857-65) and George Maurice O'Rorke (1865-76).

Brennan, Dilworth, Patrick Donovan and J. O'Neill, with Williamson as chairman, was appointed to enquire and report as to what measures should be adopted for improving the means of education and for diffusing its benefits more extensively throughout the Province. After taking evidence from several clergymen of the various denominations that had been most actively engaged in promoting education around Auckland, the Committee presented its report on 12 January, 1855. It was convinced that the respective Provinces, rather than the General Assembly, could deal satisfactorily with education and recommended that limited assistance should be afforded out of provincial funds to enable those bodies who had hitherto endeavoured through much difficulty to maintain public schools to do so. In the belief that the principle of aiding denominational schools was "the most generally acceptable in the Province", the committee recommended further that £1000 should be set apart for that year for distribution amongst those religious bodies that were maintaining public schools for the education of European children and that "the distribution of this fund be made according to the proportion of Children in attendance at those Schools, to be ascertained by Quarterly Returns furnished to His Honour the Superintendent by the respective Clergymen who superintend such Schools". The sum of £1000 was reduced to £500 and this amount was paid to the several religious bodies for the period 1 August to 31 December, 1855.

The issue of the *Southern Cross* of 19 January, 1855 carried a Memorial protesting "against such hasty, unjust, and partial, distribution of the public funds, especially on a question of such grave importance as religious education, without the public being afforded any opportunity to petition the Council on the subject, or having a fair opportunity of seeing the evidence on which the Report of that Committee is founded". The memorialists urged the Superintendent to prevent this vote taking effect. Among the signatories were G. Vaile, an architect who had arrived in Auckland in 1843, S. Vaile, J. R. Vaile and George Vaile, junior, R. B. Shalders, E. Thomas, a Baptist minister, William Gorrie, and T. M. Philson, who later became Provincial Surgeon, John Gorrie and J. Robinson — both teachers, Alexander Macdonald, Independent minister, William Crush Daldy, timber merchant, Samuel J. Edmonds, storekeeper, and James Francis, tin worker, all trustees of the Congregational Church, and at the head of the list, Thomas Hamer, a Congregational minister who had arrived in Auckland from Lancashire in 1851, a man "of sterling piety, active and zealous". In 1852, Hamer had bought Shamrock Cottage, at the corner of Albert and Victoria Streets for congregational worship and education and he would not allow it to be occupied by a school only in part under the control and government of the Congregational Church.[1] Several times, particularly in 1859, Hamer attempted to form a school of his own but "the pastor could not gain his way".[2] The memorialists of 1855 were thus prompted in their opposition to the principle of making grants to denominational schools from public funds by the zealous Congregationalists. They held that the Church ought not to be connected with the State because such a union would destroy both their Congregationalism, which emphasized the personal share that each member of the community had in its affairs, and their Independency which indicated that no foreign community could be permitted to control its proceedings. Animated by Congregational enthusiasm, some men, "having broader views than the merely sectarian",[1] met on 8 February, 1855, and formed the Freedom of Religion Society with W. Gorrie, J.P., as President. The object of the Society was to secure and maintain the freedom of Religion from all State patronage and control and to oppose any "unjust and sectarian distribution of public funds".

---

[1] In 1855 the Congregational Church had its frontage on Albert Street.
[2] *Church Minutes of Albert Street Congregational Church.* Hamer wrote the Minutes himself.

The second session of the Provincial Council was prorogued on 18 January, 1855. On that day Wynyard resigned his superintendency and Auckland embarked on its succession of eight superintendents, twelve elections and thirty sessions within a period of twenty-three years. The contest after Wynyard's resignation was between Brown and Whitaker. Brown was successful and the third session opened on 26 March, 1855 but so great were the difficulties between Brown and the Council that it was prorogued on 30 April. The fourth session — 15 August to 22 September — was even less successful and on 25 September Governor Gore Browne dissolved the Council.[2] In the election on 25 October, Whitaker was defeated by Brown's partner, Dr John Logan Campbell and the fifth Session opened on 28 January, 1856. Before the session opened a notice was inserted in the *Auckland Provincial Government Gazette*[3] informing managers of denominational schools for the children of Europeans that applications for assistance would be received on or before 7 February. In his opening Address, Campbell referred to Land Regulations, the Harbour Commission, a Road Bill, the sale of spirits, immigration, and the agricultural development in Australia which was depriving New Zealand of a market for its surplus produce. But he made no mention of education. However, letters to the newspapers and petitions to the Provincial Council equally contributed to make education a warmly-debated subject. The fifth Session was prorogued on 23 April and Campbell, never a politician, resigned on 17 September. In the ensuing election for Superintendent, held on 28 October, Gilfillan was defeated by the hard-working Wesleyan, John Williamson. Williamson was aged about twenty-six when he had arrived in Auckland in 1841 from Newry, County Down, and he had followed his trade as a printer and journalist, in time becoming the Government Printer. He had been elected to the first Provincial Council in 1853 and now in 1856 was elected Superintendent for the first time. His motto and rule of action in life was "Be just, and fear not; let all the ends thou aim'st at be thy country's, thy God's and truth's". The sixth session commenced on 9 December, 1856, and it was during its course that an Auckland Board of Education came into existence.

---

[1] See Hamer's letter in the *Southern Cross*, 23 December, 1856.

[2] Colonel Thomas Gore Browne, after a term as governor of St Helena, had been Governor in New Zealand since 6 September.

[3] Thursday, 24 January, 1856.

CHAPTER 2

THE BOARD OF EDUCATION

In the eighteen-fifties Auckland newspapers were passion's slaves and clear and impartial reporting of educational news yielded to "the retort courteous, the quip modest, the reply churlish, the reproof valiant, the countercheck quarrelsome" if not indeed to "the lie circumstantial, the lie direct". As the ally of the Freedom of Religion Society, the *Southern Cross* attacked the "denominationists" because they were in favour of giving public aid to church schools. The credulous reader believed that the Church of Rome, the Church of Scotland, and the Church of England were at the mercy of a Wesleyan Superintendent![1] This journal suggested that inspectors, managers and teachers in state schools should be forbidden to interfere with religious instruction and that it be left to the various ministers who should be visitors to the schools, paid by fixed contributions from the parents; thus, the State would defray the expense of the secular instruction and the parents the expense of the religious portion of the children's education. There is a similarity between this outlook and the views expressed by W. J. Fox when he spoke in the Commons on Pakington's 1855 Bill. Approving of secular developments in American schools, Fox explained that the secularists did not object to religion being taught but to its being taught by the schoolmaster; they believed that linear drawing, perspective and the ornamental arts might be usefully taught without any admixture of religious instruction. Just how emotional a teacher could be when he combined morality with religion was demonstrated by William Singer. He had opened a Wesleyan school at the corner of Victoria and High Streets in 1852 and had later transferred to Parnell. In his school he used Scottish and English versions of the Psalms, the Wesleyan Hymn Book, and the *Divine Songs* about busy bees and sluggards written by Dr Isaac Watts. One hour of Bible instruction was given on Monday and Wednesday mornings. He used the Bible as a book of moral training and distinguished between religious instruction and religious training. If a boy or girl were reported to Singer for having told lies while in the playground, the master would hold an investigation and bring conviction "home". Singer would then reprove and admonish the child in the hearing of the whole school; he would follow this with the story of Naaman's leprosy cleaving unto Gehazi, or of Ananias and Saphira, or some of the warnings and threatenings to liars from the Proverbs of Solomon. All this he would do in a tone and manner which would show the culprit that the master had the little child's welfare at heart. So successful were his methods that "not infrequently the tears of contrition would flow down the cheek of the practised liar".[1] After rebuking the Freedom of Religion Society for openly making the refusal of State aid a test for political candidature,[2] the *Southern Cross* diligently pursued that same course. It contributed its full share to making the question whether State money ought ever to be granted for religious purposes, in any form whatever, a source of hot contention in New Zealand for many years to come. The hard-headed minority who repudiated grants reasoned that if aid were given to one denomination then it must be given to all and include the heathen, Mohammedans, Buddhists, Mormons, Quakers, Socinians and Jews. The *Southern Cross* observed that the Independents had refused State aid and the Church of Rome had accepted it with ostensible reserve; but those who had "scrambled the hardest" were the Wesleyans and a portion of the Church of England. At the end of 1856 the ire of the *Southern Cross* and the Freedom of Religion Society was directed towards a scheme of education for the Province of Auckland proposed by David Bruce, of the Presbyterian Church of Auckland, Thomas Buddle, Wesleyan minister at Onehunga, Joseph Horner Fletcher, Wesleyan minister of Auckland, John Frederic Lloyd, Anglican minister of St Paul's, John Macky, Presbyterian minister of Otahuhu, Arthur Guyon Purchas, Anglican minister of St Peter's, Onehunga, Alexander Reid, Wesleyan minister at Three Kings, Frederick Thatcher, Anglican minister of St Matthew's, Dr John B. Bennett of Chapel Street, Archibald Clark of Shortland Street, G. Eliott Eliott of Wakefield Street, William Phillipps of Barrack Street, and Andrew Hamilton Russell of the 58th Regiment.[3]

---

[1] *Southern Cross*, 2 December, 1856.

Lloyd, Purchas, and Thatcher had been associated at St John's College, Tamaki. Purchas had been made a deacon there in 1847 and he was, for some time, its precentor. Thatcher was a versatile individual — an architect by profession, a superintendent of public works in the colony and private secretary to Governor Grey; he had designed the chapel at Tamaki and many other church buildings; ordained a deacon in 1848 and priest in 1853, he had been appointed first vicar at St Matthew's. Lloyd had gone to St John's in 1848 with a special interest in the Maori and had supervised the work on the industrial side; at the beginning of 1853 he had succeeded Churton as vicar of St Paul's. Both Fletcher and Reid had arrived in Auckland in April, 1849. Reid, a 28-year-old Scot, had proceeded to Three Kings as principal of the Maori college there. In the 1840s the Methodist missionaries had expressed concern about the education of their own children. Buddle, one of the original missionaries sent out in 1839 on the *Triton* to the South Pacific islands, had written, "A good Wesleyan Establishment here would be of incalculable benefit to our Cause generally . . . I assure you there is not a good school in this land." The Rev. Walter Lawry, General Superintendent of the Mission in New Zealand and Polynesia, had submitted plans for a proprietary college, all missionaries becoming shareholders, and when the English

---

[1] *Southern Cross*, 23 December, 1856.

[2] 16 December, 1856.

[3] The *Proposed Scheme of Education for the Province of Auckland* was printed in 1856 by Williamson and Wilson at the office of the *New Zealander*.

Missionary Committee had approved, a site of about 8½ acres in Upper Queen Street, Auckland, had been selected and a school built at a total cost of about £3000. The Wesleyan College and Seminary had opened on 1 January, 1850, with about forty boys and girls from mission stations under the Principal, the Rev. J. H. Fletcher, then only twenty-six and unaccustomed to teaching. In April, 1855, the seminary or Young Ladies' Department had been transferred to the care of a Miss Christopher and in the same year Fletcher had resigned because of the strain on his health. "Not having been trained to the work," he had written, "it has worn me pretty much." At the time of helping to devise a scheme of education for Auckland he was second minister in the Auckland circuit. When Otago had formed a Presbytery, Auckland Presbyterians had had only one minister, but with the arrival of David Bruce, John Macky, Thomas Norrie and Robert McKinney, Presbyterianism at last had shown unmistakable signs of animation and on 14 October, 1856, the Auckland Presbytery had been constituted, with John Macky as Moderator, the elders being William Gorrie of Auckland and James Wallace of Otahuhu. Bruce had arrived in Auckland from Aberdeen on 10 June, 1853, to take charge of "The Church, Waterloo Quadrant". [1] John Macky had arrived in Auckland on Sunday, 20 August, 1854, and on the same day had gone with his brother Thomas to hear Bruce preach; his own ministry commenced at Otahuhu on 27 August when he took a service in the store owned by a Mr Baird on the bank of the Tamaki river and preached from Acts X.29, — "Therefore came I unto you without gainsaying, as soon as I was sent for: I ask therefore for what intent ye have sent for me?" In his Journal on 23 December, 1855, John Macky had written, "To me it is a cause of thankfulness that I have found in Mr Bruce such qualities of mind and heart as have enabled me from the beginning of our intercourse to feel towards him as a brother."

These were the clergymen — three Anglicans, three Methodists and two Presbyterians — who, with five laymen, presented a scheme of education to the Superintendent in the hope that the supposed difficulty of framing a satisfactory educational measure would be resolved and that Auckland's Provincial Council would follow the lead of Wellington, Nelson, Canterbury and Otago, and legislate on the matter. While they agreed that a plan which discarded State aid completely and left education entirely to voluntary exertions had many advantages they also clearly saw that private endeavour in Auckland had been quite insufficient. They considered that the scheme best suited both to British character and institutions and to the circumstances of New Zealand, was a combination which recognized and encouraged voluntary exertions and at the same time admitted of State aid and supervision. The chief difficulty of combining government supervision with voluntary endeavour was the religious element. Confidently believing that they still lived in a Christian world, that Aucklanders were not disposed "to relinquish the great moral power of religion in training the young", they marvelled that any one who acknowledged the Divine authority of the Christian Faith could advocate the exclusion of religious instruction altogether from the schools. It was quite impossible for all the schools of the colony to adopt one denomination whose tenets alone should be taught. Bruce, Lloyd and Fletcher and their fellow-designers took a strong attitude towards so-called "controversial" teaching which Nelson Province had excluded from its schools. They were opposed to the expedient of eliminating from religious instruction all those points upon which there was difference of interpretation. Rather than have "sectarian teaching", as it was then being called in the United States, excluded from schools, they saw virtue in applying to schools the injunction, "These words, which I command thee this day, shall be in thine heart, and thou shalt talk of them when thou sittest in thine house, and when thou walkest by the way, and when thou liest down and risest up."[1] The plan which they suggested was one of judicious non-interference. Aid would be given to all schools, whether religion formed part of the instruction given in them or not, so long as the secular education therein came up to a requisite standard. "Let the State deal with the religious training of the young in this Colony," they said, "as it does with religious worship, neither prohibiting it, nor insisting upon it, nor prescribing its form, nor interfering with it in any way, but leaving the responsibility with the people themselves, by whom this duty is much more likely to be discharged for the good of the whole community than by means of State enactments." Of three sources from which the funds required by the Government could be supplied, local rates or a general school rate and grants from the Provincial Revenue were dismissed as objectionable, and the advice given was that a sufficient portion of the Waste Lands should be set aside for educational purposes.

---

[1] The name "St Andrew's" was not used till 1860.

The Scheme, based upon these principles, was presented to the Superintendent, and with slight alterations it was sent to the Provincial Council for adoption at the beginning of December, 1856. In moving the second reading of the bill, J. O'Neill stated that while the wealthier classes were able to educate their children it was very different for those whose means were limited. "It is the Council's undoubted duty," he averred, "to use every effort towards elevating, intellectually and morally, the minds of the young." William Buckland seconded the motion, admitting that the educational question had never, in Auckland Province, been fairly grappled with till then. An unintelligent point of view was given by Joseph May. He wanted state assistance for orphans and the destitute alone; a board of education was not necessary, he argued, because men were capable of educating their own children. Before the discussion on the second reading ended after the Christmas recess there was time for newspapers, organizations, and individuals to express their various imperfect opinions.[2] Those who read *The Auckland Examiner and People's Journal* on Christmas Day, 1856, were informed by its editor that the bill made a Pope of the Superintendent and converted his Executive Council into a conclave of Cardinals; it handed over to a clique of clergymen the material as well as the spiritual concerns of the Province. The Freedom of Religion Society held a meeting in the Odd Fellows' Hall on 2 January to consider the Education Bill. There were only three ladies present, the remainder of the large gathering being "thoughtful, intelligent, and business-looking men".[1] W. Gorrie, J.P., a prominent Presbyterian, presided and the ebullient Mr Hamer delivered an harangue. Government aid, he said, should be afforded to settlers in thinly-populated districts; he thought that this would induce teachers to settle there. The Government should make special provision for orphans, the neglected and the uneducated in all districts; all education "of a high character" could be left to itself! In all schools aided from the funds of the Province, the Holy Scriptures could be admitted as a book of religious instruction, but no denominational or sectarian teaching should be allowed. Hamer, ever ready to attack the Church of England, said that Education was a very easy matter till it got into the hands of the Government and was guided by the influence of Ministers to sectarian purposes. It was the influence of the clergy which constituted the whole of the difficulty and he deplored the connection and co-operation between clergy and legislature. The bill was read a second time on Tuesday, 6 January, 1857, and it then entered the Committee stage. On Wednesday, 14 January, after all the amendments had been made the Council decided that the third Reading would stand for Friday, the 16th. On that day J. O'Neill moved the third reading. Carleton said that he felt it his duty to divide the Council to ascertain precisely the feeling of the Council on the subject. Several members were opposed to this move but the division was taken. The Ayes were Merriman, Buckland, J. O'Neill, Boylan, Schultz, Brennan, John Kelly, Daniel Pollen, Henry Matson, Dignan and Dilworth, and the Noes, A. K. Taylor, Carleton, Graham, May, William Goodfellow, Thomas Henderson and Walter Brodie; the absent members were Hay, John Bedggood, A. O'Neill and Lewis. The bill was then read a third time and passed by 11 votes to 7. It became law on 6 February, 1857 as "An Act to Promote Education in the Province of Auckland".

---

[1] *Deuteronomy* VI. 6, 7.

[2] See, for example, the *Southern Cross*, 19 January, 1855, 2 December. 1856, 12 December, 1856, 16 December, 1856, 19 December, 1856, 23 December, 1856, 30 December, 1856, 2 January, 1857, 20 January, 1857, 27 January, 1857, 24 February, 1857, and 13 March, 1857, the *Auckland Examiner*, 25 December, 1856 and 5 March. 1857, and *The New Zealander*, 21 January, 1857, 24 January, 1857 and 28 February, 1857.

Not less than five or more than nine commissioners were to be appointed from time to time by the Superintendent with the advice and consent of the Executive Council. Personal opponents of Williamson criticised this clause with more heat than sense and with little regard for ethics. The clergymen who had prepared the *Proposed Scheme* would have preferred a Minister of Public Instruction holding a seat in the Provincial Council; but as the Province was scarcely prepared for this they had no better alternative to offer than an unpaid administrative Board, itself controlled by regulations. There did not appear then to be any way of appointing the Board other than by the Superintendent; he could gain nothing by making a bad selection. Calumniators of Williamson must have been aware that the *Proposed Scheme* was being drawn up during the superintendency of Campbell, a considerable time before the Wesleyan Williamson was ever named as likely to succeed him. Sums were to be voted by the Provincial Council towards the support of all schools within the Province if they were reported by the Board of Education as being entitled to public support under the Act. Thomas Cheeseman, the son of a dissenting minister, was one of those critics who rushed in where more thoughtful men hesitated before venturing. In this clause he saw the violation of "fundamental principles of social equity and progress" and "the offshoot of communism". Cheeseman — to use the words of the schoolmaster, Holofernes — drew out the thread of his verbosity finer than the staple of his argument and even the *Southern Cross* did not agree with his statement that "no measure for promoting education by Government support — be it in the form of Local or General School rates — Grants from the Provincial Revenue — or Endowments in Land, can be instituted without invading individual freedom, parental responsibility and the proper functions of the governing power". In all schools aided by the Board, except infant schools, the subjects of instruction were to be reading, writing, spelling, arithmetic, geography, history, grammar, and the theory and practice of vocal music; in mixed and girls' schools an attempt was to be made to provide plain needlework. The Board would exercise no control over the choice of books used in schools but it would exclude any "with an immoral tendency". Patrons or committees of management — an expression suggested by ironmonger Boylan in place of the original term "managers" — of all schools receiving money were to be at liberty to make such provision as they should think fit for the communication of religious instruction in the schools under their charge without any interference on the part of the Board; children were to be excused from formal religious instruction if their parents expressed their objection to it in writing. The Freedom of Religion Society, of course, objected to this link — weak as it appeared — which joined civil power and formal religion and it continued to oppose any scheme whereby conflicting formularies, creeds and catechisms were taught in schools receiving any support from public funds. Every school that received aid was to be open to the inspection of the Board either by an Inspector or by a Special Inspector nominated by the patrons of the school and approved by the Board. The patrons or committees of management were compelled to contribute an amount equal to that granted to be applied towards the payment of teachers; the Board could make an additional grant not exceeding £30 to poor localities. The payments by pupils in schools assisted by the Board were not to exceed 1/- per week for each pupil. In order to qualify for aid the patrons or committees of management had to provide "a sufficiently large and well-ventilated schoolhouse supplied with the necessary furniture together with an open space attached to it for playground and the requisite out-buildings". A register was to be kept at each school indicating the daily attendance and the average attendance for each week and quarter, and the patrons were to choose a Superintendent of the school, approved by the Board to visit the school, to examine this register, and to observe if the regulations of the Board were being carried out. The Freedom of Religion Society feared that the patrons of the schools could be none other than ministers of the several denominations, while the superintendent of the school would be a mere intermediary between the Board and the patrons or committees of management.

---

[1] This was the opinion of the *Southern Cross* reporter.

There was more than a little truth in the observation made by J. W. Carr, when secretary of the Freedom of Religion Society, that teachers would be in a state of bondage, under the observance and scrutiny of committees of management, commissioners and inspectors.[1] The appointment of all teachers and assistant teachers was to rest with the Patrons or Committees of Management. Money granted by the Board — and all grants were in aid of secular instruction only — was to be applied exclusively towards the payment of teachers and assistant teachers of good moral character and should be at the rate of £2 per annum for each scholar, reckoned on the average, up to certain maximum amounts; additional grants could be given in the case of orphans or destitute children. Teachers were to receive certificates of the first or second degree according to their fitness to conduct a school. The maximum salary to be granted by the Board to a teacher with a certificate of the first degree was to be £75 in the case of a Master and £50 in that of a Mistress; second degree teachers were to receive £50 and £35. A teacher holding a second degree certificate could be examined after one year and, if satisfactory in regard to diligence and efficiency, and careful, judicious management of the school, could graduate into the higher category. On the other hand, if a teacher were to prove inefficient his salary could be reduced. If the average attendance in any school were to exceed 40, or in infant schools 60, then £2 per annum would be given by the Board for every scholar beyond these numbers up to the limit of £30 per annum provided this money were applied to the payment of an Assistant Teacher; if the average attendance exceeded 80, or in infant schools 120, £2 per annum would be granted by the Board for every scholar beyond those numbers up to the limit of £30 for the provision of a second assistant, and so on for every additional 40 scholars, or 60 in infant schools. By making the maximum salary £30 per annum the Council made certain that Assistant Teachers — all to be over the age of fifteen and thoroughly recommended by the Board — would always possess "the best riches, ignorance of wealth". Men change little with the times and even in 1531 Sir Thomas Elyot in *The Boke named the Governour* had complained that when gentlemen "hiare a schole maister to teche in theyr houses, they chiefely enquire with howe small a salary he will be contented". Schools were to be inspected once at least in every year by the Inspector of Schools who was to be appointed by the Board subject to the approval of the Superintendent. His salary would not exceed £300 per annum. To justify this liberality the Council compiled his duties of the day — to ascertain whether the required amount of secular instruction was given satisfactorily, to ascertain whether the regulations of the Board were being carried into effect, to assist in the organization of new schools, to suggest improvements in the teaching and discipline of the schools, and to give advice or information to the patrons or committees of management if he were invited to do so; his culminating pleasure would be to write a report after each inspection noting the name and description of the school, the number of children, the salary paid to the teacher, the system of education pursued, the books used, the effectiveness of the teacher's management and discipline, the attainment of the children, and the general tone of the school; he could not exercise any control in the school neither could he interfere with the religious instruction.

---

[1] *Southern Cross*, 19 December, 1856.

At the first meeting of the Board a Chairman was to be elected. Annually the Board would submit to the Provincial Government a report of its proceedings containing an account of all applications made to them for aid, whether granted or refused, with the grounds of their decision if refused; the returns would also include the quarterly and yearly average attendance in each of the schools assisted by the Board, and the amount of money granted to each school. The Board was also to be expected to present to the Superintendent its Minutes of Meetings together with an annual report of its proceedings; these documents would then be placed before the Provincial Council.

Like the *Proposed Scheme* of the previous year, the Education Act of 1857 suffered the slings and arrows of individuals and factions. George Vaile wrote long vigorous letters to the *Southern Cross* saying much that had been said many times already, and earning the somewhat ridiculous sobriquet "Bull Buffalo". After winnowing the wheat from his chaff we are left with one useful piece of educational counsel. He noted that the editor of the *New Zealander* had made a comparison between the educational proposals of Pakington and others in England on the one hand and the provisions of the Auckland Act of 1857 on the other, and he warned Aucklanders of the trouble that would ensue if they adopted another country's system of education.[1] Local circumstances are widely different from those in England, he said, and consequently they require a different system of administration.[2] The Congregational Independents of Auckland met in the Independent Chapel, High Street, on 19 February, and protested against the Education Act because they felt that any or every system of religion, whether true or false, could now be propagated under its sanction. With little regard for veracity they issued a statement declaring that State support of religion had in all ages been injurious to the interests of religion and subversive of the true principles of freedom. Perhaps the Auckland Independents were unaware of Cromwell's interest in schools and the money grants that the Commonwealth Government had given for the upkeep of schools and for the maintenance of schoolmasters.[3]

It is best to be charitable towards those responsible for this first education act. They were then green in judgment, but future events were to prove that they were not possessed of that foolish obstinacy which refuses to examine any new development in education. At last Auckland Province had an enactment which would operate on its material, intellectual, moral and social interests. The great principle was affirmed "that every State has other duties to perform besides imposing and expending taxes, or enacting and enforcing laws: that it is bound also to see that those who are to obey those laws and to pay those taxes shall be educated so as to understand the one and be competent to elect the most fitting men for the administration of the affairs of the country; and that, still further the State is bound to see that no child — no future man or woman — suffers from the ignorance, indifference, or morally criminal neglect of its parents."[1]

---

[1] *The New Zealander*, 28 February, 1857.
[2] *Southern Cross*, 13 March, 1857.
[3] See W. A. L. Vincent, *The State and School Education 1640-1660 in England and Wales* (London, 1950).

The religious bodies recognized by the Marriage Act who had ministers resident within the Province were invited to make a return to the Superintendent of the names of not less than three gentlemen possessing their confidence and eligible in their opinion for a seat on the Board in order that a selection might be made by the Provincial Executive from these returns. In the *Auckland Provincial Government Gazette* of Tuesday, 3 March, 1857 the Superintendent announced the names of the men whom he had appointed as Commissioners of the Board of Education — the Rev. David Bruce, Joseph Brennan, a farmer from Panmure, Archibald Clark, Thomas Cheeseman, farmer of Epsom, Henry Mahon Jervis, who became a prominent intercolonial shipping agent, the Rev. John Frederic Lloyd, Dubliner Loughlin O'Brien, solicitor, who had sat in the House of Representatives, 1854-55, as the senior member for Auckland City, William Phillipps, who, in 1854, had established a firm dealing with painters' supplies, and the Rev. Alexander Reid. Of the nine members, five were authors of the *Proposed Scheme* of 1856. They met by agreement at the Mechanics' Institute on 12 March and Clark was elected unanimously as Chairman. His name, along with those of David Bruce and John Macky, had been submitted to the Superintendent by the Presbytery of Auckland. Born at Beith, Scotland, in 1805, Clark had commenced studies at the University of Glasgow which were intended to fit him for the Presbyterian ministry. He arrived in Auckland at the end of 1849 and became a prominent member of the Presbyterian congregation, both as an elder and as convener of the Home Mission committee. He was a member of several Provincial Councils and he sat in the House of Representatives for the City of Auckland (1860), Auckland East (1866 to 1870) and for Franklin (1871 to 1873).

On 28 April the Board gave its approval to a prayer to be read by the Chairman before each meeting. Composed by Lloyd, Bruce, Reid and Brennan, it read, —

> Most gracious God, we beseech Thee as for all Institutions and agencies for promoting the instruction and training of Youth, so especially for this Board of Education here assembled that Thou wouldst be pleased to direct and prosper all our consultations to the advancement of Thy glory, the honour of our Sovereign, the welfare of this colony, and of the Inhabitants thereof that all our efforts in the cause of Education may be so ordered and settled upon the best and surest foundation, that the Youth of this Province may receive a sound Education and that peace and happiness, truth and justice, religion and piety may be established among us for all generations. These and all other things necessary we humbly beg in the name and mediation of Jesus Christ our most blessed Lord and Saviour. Amen.

The Board was anxious that teachers who were required by the Act to submit to an examination should have the benefit of the provisions of the Act with the least possible delay since their salaries depended on this examination. The only just way that this could be done was by postponing the examination of the teachers for some time in order to give them some time for preparation. At a meeting on 28 April, 1857, the Board, therefore, made three resolutions: first, "that all payments to the Superintendents of Schools on behalf of teachers, shall in every case date from the time at which the Board shall decide that said schools are to be taken into connexion with the Board"; second, "that until such time as the Board are in a position to conduct the regular examinations for certificates of merit, all teachers shall be paid at the rate of salary for the second degree, provided that in the meantime, and in every case the Board shall be satisfied with the teacher's moral character and fitness to conduct a school"; and third, "that until such time as the Board shall have appointed an Inspector, the work of provisionally examining those teachers who are desirous to be taken into connexion with the Board be performed by the Reverends A. Reid and D. Bruce, assisted by any other gentlemen whose services they deem it desirable to obtain". The Board thus determined on making a provisional examination of all schools asking for aid under the provisions of the Education Act. Reid and Bruce proceeded, under express instructions of the Board given at a meeting on 4 May, to examine all schools whose patrons or managers had returned answers to a list of queries issued by the Board. Because of disagreement on the Board in regard to the interpretation of the Act, the Board resolved, at the meeting on 18 May, to ask the Provincial Law Adviser if the Board had the right to demand admittance into all those schools seeking aid under the provisions of the Act, *"previous to their being received into connexion with the Board,"* in order to determine the fitness of the teacher to conduct a school. The Board also doubted whether it had the power to make payments to Superintendents of Schools retrospective. So, at the same meeting, the Board decided to seek legal opinion if it could take a school into connection after being satisfied with the teacher's moral character and fitness to conduct a school but defer the examination required by Clause 17[1] until some future period; and further, if upon examination, the Board should be satisfied that the teacher was entitled to a certificate of merit, whether they were at liberty to date the salary of the teacher, not from the time of the examination, but from the period at which the school had been taken into connection.

---

[1] *The New Zealander,* 24 January, 1857.

Merriman's reply, dated 29 May, was evasive and unsatisfactory. He did not think that the Board had the power either to defer the examination of teachers or to antedate the payment of salaries. "It is quite clear," he said, "that the Board has no right to insist upon visiting any school for which a special Inspector has been appointed, nor can they insist upon being present when the teacher of any such school is examined, unless the teacher wishes a first class certificate, otherwise the proviso in Clause 17 would be useless; it was in fact inserted for the express purpose of preventing personal inspection by the Board." The important question for the Board was whether, in the case of schools applying for aid, which had not yet been received into connection, and for which therefore no Special Inspector could have been appointed, it had a right, as a preliminary step before coming to a decision whether they would receive the school into connection or not, to demand admittance for the purpose of ascertaining the fitness of the teacher to conduct a school. Merriman, after having drafted the Act loosely, had to explain his intentions and he delivered, as personal interpretations of the Act, certain features for which he thought legal provision had been made. The Board had the right, if it wished, to satisfy itself in regard to a teacher's proficiency before reporting the school as entitled to public support but it did not need to do so if the teacher came within the proviso to section 17. That proviso — "it shall be lawful" — was permissive, not mandatory. Nevertheless it was the obvious intention of Merriman that in the case of existing schools the Board would accept the teacher without examination: this is shown by the exclusion of these schools from the necessity of securing a certificate under Clause 40.[1] It is probable that when the bill was before the Provincial Council the members thought that it would increase the number of schools and raise the standard of teaching in the existing schools; doubtless they expected teachers to take advantage of Clause 21,[2] and when the Act became law some committees of management did not wish the Board to apply Clauses 6[3] and 27 together, by which an Officer of the Board could inspect the school and "if any Teacher or Assistant Teacher shall be found incompetent either from want of skill in conducting a school or from any other cause the salary granted by the Board to such Teacher or Assistant Teacher may be withdrawn if the Board shall think fit".[4] The Board desired to know whether the proviso in Clause 17 of the Act was to be interpreted as relieving them from the responsibility of satisfying themselves as to the moral character and fitness of the teacher to conduct a school, in the case of schools established for one year, prior to the passing of the Act, and claiming exemption from examination. That the Board, in fact, was relieved of this responsibility, was made clearer by Clause 40. Funds were provided for schools which were reported by the Board to be entitled to public support under the Act.[1] Clause 40 provided that the report should be accompanied by the certificate set out in the Schedule.[2] This Schedule referred to the teacher by name and was wholly concerned with teaching. Despite the fact that Clause 10[3] laid down requirements in regard to the school itself these were not covered by the certificate. However no certificate was required "in such cases as are provided for in Clause 17" so no responsibility was laid upon the Board whatsoever in respect of the teaching by teachers who came under the proviso of Clause 17. "Such cases provided for by Clause 17" must have referred to the proviso as the certificate referred to "careful and diligent enquiry" which the Board was required to undertake except in the cases coming under the Proviso. On 8 June, Merriman stated that the Board had no right to demand admission into any school that had been established before the passing of the Act, provided that the teacher, for the term of one year, had been employed there regularly and was content to be classed as a second-class teacher. He thought that the whole object of the proviso was to avoid personal inspection by the Board. The Board was bound to accept the certificate of the patron of the school as *prima facie* evidence of fitness, he said, but if the Board were prepared to prove the contrary, the clause was so worded as to allow further investigation. If Merriman's interpretation were correct the Board was precluded from taking any satisfactory steps to ascertain the fitness to conduct a school of those teachers who claimed exemption from the examination according to the proviso in Clause 17, before either they, or the schools in which they were employed, were taken into connection with the Board; it had thus no power to see that public money was disbursed according to the merit of the teachers. Merriman's opinion made the proviso in Clause 17 apply to the whole of the preceding part of the Clause; the proviso relieved the Board of all responsibility, not only concerning the fitness to conduct a school, but also as regards the moral character, of the teacher. Evidently it was not imperative that the Board sustain every claim for exemption from examination which might be presented under the proviso in clause 17. And the Board was denied the right to ascertain the fitness of a considerable class of teachers to conduct schools *before being taken into connection with the Board,* while, by the operation of Clause 6, they were *henceforth* precluded from having over these teachers any direct inspection whatever. Within a week of receiving Merriman's letter, Clark,

---

[1] Clause 17: — Before such aid shall be granted to any school, the Board must be satisfied with the Teacher's moral character and fitness to conduct a school; and they shall cause each Teacher to be examined in their presence, either by their Inspector or by such other person or persons as they shall appoint for that purpose. Provided always that it shall be lawful for the said Board for the term of six months from the passing of this Act to dispense with the examination of any Teacher who shall for the term of one year have been regularly employed as a Teacher in any School established prior to the passing of this Act, and upon such Teacher receiving a certificate under the hand of the Chairman of the Board that such examination has been dispensed with, such Teacher shall for the space of three years be considered a Teacher who has received a certificate of the second degree.

---

[1] Clause 40: — The Report to be made by the Board recommending any school as deserving of public support under the provisions of this Act shall be accompanied by a certificate in writing in the form hereunto annexed in the Schedule except in such cases as are provided for in clause 17 and shall be signed by a majority of the members of the Board and no recommendation in favour of any School except in the cases aforesaid shall be a sufficient authority to the Superintendent of the Province to cause a grant to be made towards the support thereof unless it be accompanied by such certificate so signed as aforesaid.

[2] Clause 21: — Any Teacher who may have received a certificate of the second degree may after the termination of one year's employment in connection with the Board receive a certificate of the first degree if upon examination he shall be found deserving of it and if he shall be recommended by the Inspector for diligence and efficiency as a Teacher and for careful and judicious management of the school under his charge.

[3] Clause 6: — Every School receiving aid under the provisions of this Act shall be open to the inspection of the Board, either by an Inspector to be appointed as hereinafter provided, or by a Special Inspector nominated by the patron or patrons of such School, and approved of by the Board for that purpose; and every such Special Inspector shall once at least in every year forward to the Inspector of Schools all such reports containing all such information as the Inspector of Schools is hereinafter required to make and give.

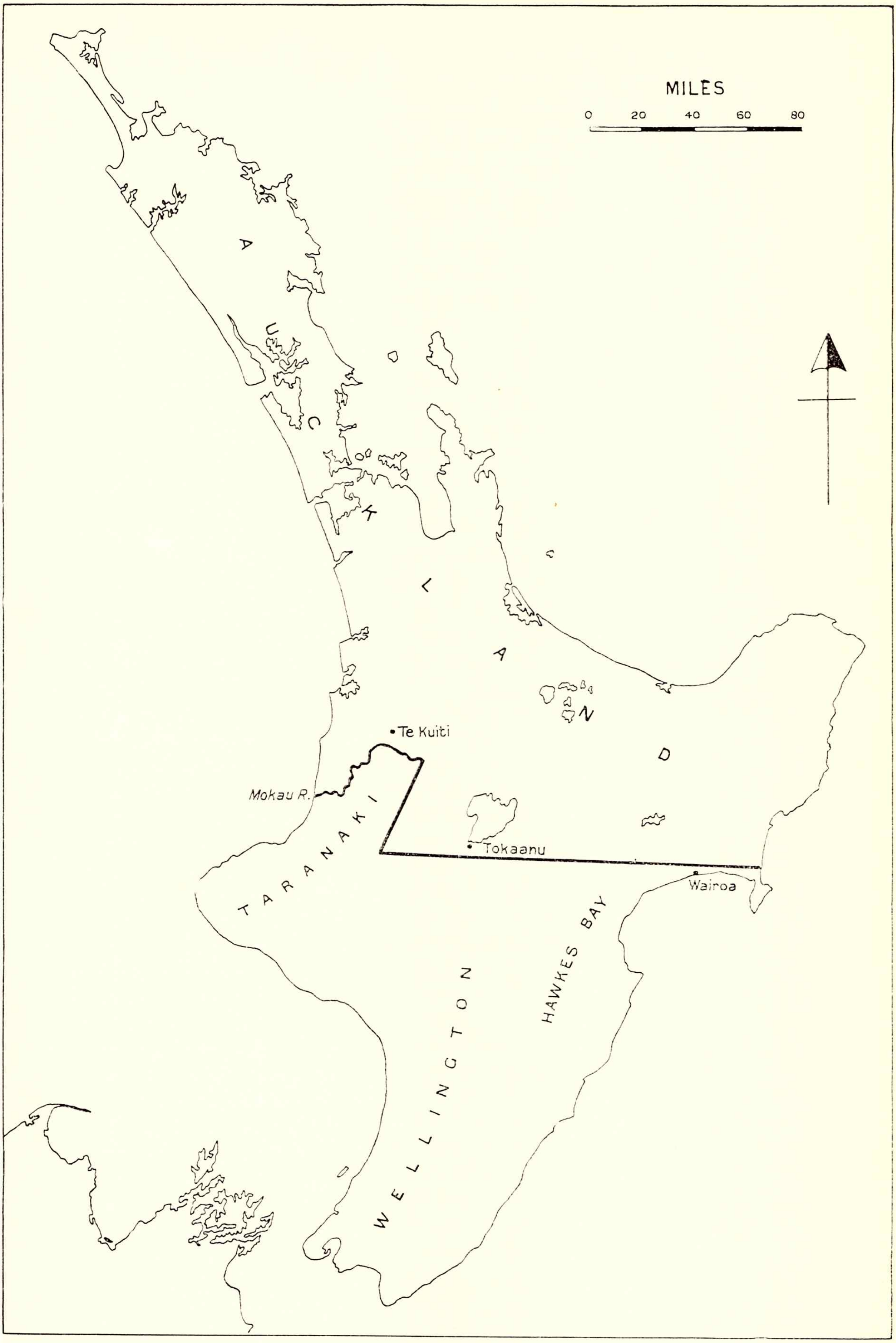
[4] Clause 27.

---

[1] Section 2: — The Superintendent shall from and out of any sum or sums of money that may be voted by the Provincial Council for that purpose cause grants of money to be made towards the support of all Schools within the Province which shall be reported by the Board of Education to be entitled to public support under the provisions of this Act.

[2] Form of Certificate, — "We whose names are hereunto subscribed members of the Board of Education charged with the duty of administering the Public Funds in aid of voluntary efforts for promoting the efficient Education of Youth within the Province do hereby certify that to the best of our knowledge and belief after careful and diligent enquiry (   ) the Teacher (or Assistant Teacher) of the School recommended by us as deserving of Public support is duly qualified to give the instruction prescribed by the Education Act, that the children attending such school are well and efficiently taught and that the Public Funds of the Province will be duly expended according to the provisions of the said Act towards the support and maintenance of the said School."

[3] Clause 10: — To entitle a School to aid from the Board a sufficiently large and well-ventilated schoolhouse supplied with the necessary furniture together with an open space attached to it for playground and the requisite outbuildings shall be provided by the Patrons or Committee of Management of the School and as long as such aid is continued the buildings and furniture must be kept in good order and repair.


MILES
0
20
40
60
80
AUCKLAND
Te Kuiti
Mokau R.
Tokaanu
Wairoa
TARANAKI
WELLINGTON
HAWKES BAY

The Education District of Auckland, 1857.

Bruce, Reid and Cheeseman sent their resignations to the Superintendent and the remaining members on 22nd June unanimously elected the Rev. J. F. Lloyd chairman. Clark, Bruce and Cheeseman were succeeded as Commissioners later in the year by Charles Sanderson, a civil engineer of Chapel Street, Daniel Davis, of Wakefield Street,[1] bandmaster of the 58th Regiment, and Richard Matthews, chemist and druggist of Shortland Street.

In accordance with Clause 37 the Board appointed an inspector after advertising in New Zealand, Sydney and Melbourne papers for "a gentleman well qualified from character and literary attainments". The first inspector the Board engaged was Henry Taylor, A.B., of Trinity College, Dublin; he was appointed on 1 July. Taylor had arrived in Auckland in 1854 and had taken up land at Papakura and Onehunga with a friend from Trinity College, Dublin — one, George Maurice O'Rorke, then about 24 years old. He became a prominent worshipper under the Rev. A. G. Purchas at St Peter's, Onehunga, and was soon a vestryman and treasurer. As a lay synodsman he represented Onehunga and the north side of the Manukau at the first Synod of the Diocese of New Zealand which met in St Paul's School, Auckland, during December, 1859 and January, 1860. With Robert Bailie Lusk, Haultain, the Rev. Robert Burrows, and the Archdeacon of Waitemata, he was a member of the Standing Committee and with the Bishop of New Zealand, the Chief Justice, William Martin, Swainson and Haultain, he was on the Diocesan Pension Board. Among the other members of this first Synod were Allan O'Neill, Charles Knight, Robert Oliphant Stewart, J. A. Gilfillan, J. F. Lloyd, A. G. Purchas, John Gordon, John Grigg, Reader Gilson Wood, Hugh Carleton, Henry Williams, John Kinder, Charles Heaphy and O'Rorke. When Taylor was appointed Inspector, O'Rorke was acting as clerk to the Auckland Provincial Council. Soon he had forced upon him the lamentable fact that in nearly all schools there was a great deficiency in books for the use of children, in maps, illustrations, diagrams and other essential school apparatus. The first schools received into connection with the Board — on 1 July, 1857 — were Cabbage Tree Swamp School at Mount Albert, the North Shore Church of England School, Onehunga, Otahuhu and Panmure Roman Catholic Schools, St Matthew's Boys' School, St Matthew's Girls' School, and St Paul's Girls' School. The teachers of these schools availed themselves of clause 17 of the Act, which granted exemption from examination for three years from the passing of the Act, to those teachers who had been regularly employed for the term of one year in schools established prior to the passing of the Act. These schools were soon followed by Howick and North Shore Roman Catholic Schools, St Patrick's Boys' School in Auckland, Onehunga Church of England School, and a school at West Tamaki. Of the first thirteen schools to receive aid from the Board, six were Roman Catholic. By raising the qualifications of teachers through examination the Board sought to elevate the standard of education in the Province. It was expected that two classes would act as an incentive for those in the lower class; and the most efficient teachers would be attracted to those places which could best afford to pay for them. The Board decided, on 1 July, to take into account certificates previously received by teachers in Britain or elsewhere, or testimonials of having taught in "institutions of acknowledged standing". The first Teachers' Examinations, organized by Jervis who was acting as secretary[1] of the Board, were held in the hall of the Mechanics' Institute on 21 and 22 July. There were six candidates, four for the first and two for the second class. The subjects for the second class were spelling, reading, writing, arithmetic, geography, English history, outlines of ancient history, English grammar, composition, and the theory and practice of teaching. Candidates for the first class were required to be acquainted with at least two of a number of additional subjects specified by the Board; the subjects selected by the first candidates were algebra, trigonometry, mechanics, Latin, Greek, music and drawing. Of the four men who presented themselves for certificates of the first degree of merit, Singer of the Wesleyan Day School, John Edmund Bates of St Paul's Boys' School, and Walter Swinburne, a "good" teacher of Remuera and later of the Onehunga Church of England Senior School, were successful and Joseph Wilson of Otahuhu received a certificate of the second degree. Bates was considered "well calculated for conducting a school"; in February, 1858 the inspector reported that "his system of management is very good, the ascendancy he has acquired over his pupils manifesting itself in a discipline, almost military"; of the fifty children so disciplined only one could use fractions and decimals. Edward Lambert of Waiuku and Robert McQueen of Papakura were tested for the second degree at the July examination and proved successful. A special examination for the second class was held in the Board Room on 19 October and the sole candidate, Angus (Aeneas) Morrison of Waipu Central, was successful. In consideration of Morrison having to teach children in a remote district, for which no other teacher could be found, the Board acquiesced in granting him a certificate of the second degree of merit although his answering was not deemed satisfactory. The Waipu school had been opened in the Presbyterian church and was regarded as a Presbyterian school, in the same way that Cabbage Tree Swamp, under the "energetic and zealous" Miss Nisbet, Waiuku, under Lambert, Papakura, taught by McQueen, a "careful" teacher, West Tamaki by David Burns, and Otahuhu by Wilson were Presbyterian.[2] Never were Presbyterian schools under the control of the Auckland Presbytery; they were started through the initiative of individual congregations. The first Presbyterian school in Auckland had been opened in June, 1856 in Waterloo Quadrant; there John Stables, a teacher who had been trained in Edinburgh, instructed the boys and a Miss Chalmers taught the girls; the school, usually referred to as Mr John Stables' school, was removed later to Symonds Street. Before the 1857 Act, and in some instances after it, the teacher was appointed by the Deacons' Court but he was not paid a salary; he was given a schoolroom with a little equipment for which he paid rent and the pupils paid their fees to him. It was under similar conditions that Dominie Sampson had taught the sons of farmers for what they chose to give him, and the poor for nothing; and to the shame of the former, said Walter Scott, the pedagogue's gains had never equalled those of a skilful ploughman. A large number of the Auckland schools that were classified as "Undenominational" were, in fact, Presbyterian. Presbytery itself was not indifferent to the enlightenment of the people and in April, 1858 resolved "to write Home to the Colonial Committees of the Presbyterian Church of Ireland and the Free Church of Scotland to send out three well-qualified teachers as soon as possible". Candidates for teaching continued to be examined by Auckland's pedagogical authorities — a druggist, a painter, a clergyman, an agent, a solicitor and a farmer.

---

[1] Davis died soon after his appointment.

---

[1] At the first Board meeting, on 12 March, Bruce and Jervis were appointed secretaries *pro tempore*.

[2] Joseph Wilson arrived in Auckland on the same day as the Rev. Mr McKinney, 10 October, 1856.

In its first annual report, the Board stated that there would be no difficulty in obtaining properly qualified teachers. The want of properly qualified teachers and the lack of funds with which to pay them had been the most serious difficulties in the way of establishing schools in the Auckland province. Had it not been for the assistance given by the Act the prospects of education in the Province would have been more dismal than they were before 1857. The pittance contributed by school fees had not given a teacher the common necessaries of life. But now the Board was happy that teachers, with a maximum salary of £75, could maintain "that position to which their important and responsible office entitles them"!

The seventh session of the Provincial Council began and finished on 17 August, 1857, its duration being only one hour and a half. Gore Browne dissolved the Council. Williamson was re-elected unopposed on 15 September and the eighth Session and third Council met on 25 November with William Powditch as Speaker. When he addressed the Council, Williamson referred to the projected establishment of Steam Postal communication with Great Britain by way of Panama, warning shipping and harbour authorities that accommodation for the rapid discharge or reception of goods and facilities for the speedy landing and embarkation of passengers and mails were regarded as indispensable by the Royal Mail Company. He also spoke on the Education Act of the sixth Session. "It has been brought into operation," he said, "and already twenty schools, having a total quarterly attendance of 566 scholars, have established a connexion with the Board of Education; to this number, other schools will shortly be added. Many of the difficulties, inseparable from the inauguration of the system, have, by the diligence and discretion of the Board, been surmounted; and I trust that by the exercise of moderation and a wise forbearance, and by mutual cooperation on the part of those interested in promoting Education in Auckland, the usefulness of the Board may be widely extended, until in every district, even the most remote and thinly populated, the means of obtaining instruction have been placed within reach of the youth of this Province."

CHAPTER 3

SEEDS AND WEAK BEGINNINGS

In the passing of the 1857 Act there were discernible at least two topics of perennial interest. First, there was the notion of a centralizing educational authority, unobtrusive but nevertheless present. Neither colonial parliamentarians nor provincial councillors gave deep consideration to what problems the relations of the State to Education involved. Aucklanders from the town and country were too busy scrambling for money for public works to be worried over the relation of the State to the family; it was easier to agree over the Harbour Board than the relation of the family to the Church; and the disposal of waste land was nearer to their hearts than the relation between Church and State. Holding office under the Auckland Provincial Council meant material benefits, and men were prompted to enter local politics to further their own ends; moreover because of plural voting a small proportion of the electorate controlled the remainder. Early in its existence the Council was compelled to pass a bill[1] to prohibit impersonation, intimidation, the use of fictitious names and names of the dead, the employment of professional canvassers, and all the bribery and corruption which attended provincial elections. The council was divided into Provincialists and those who worked to centralize the government of the Colony. Too many of Auckland's legislators lacked high ideals and their machinations almost invariably brought ruinous disorder. It is not surprising that in Education, which has the practical aim "of producing such character as will issue in acts tending to promote the happiness of the state", their indifference brought about such impotent conclusions. During the 'fifties there were incidental references in Parliament to the provision of colonial education but even if references to a colonial system in preference to provincial systems of education were few, the possibility of a central authority was not lost sight of. However, in a smaller way the 1857 Act gave Auckland a taste for centralization inasmuch as it brought together a number of separate parties controlled to some extent by a Board of Education. The second problem which the 1857 Act raised was that of State aid for denominational schools. There was nothing extraordinary in the establishment of church schools in Auckland; it was a practice sanctioned by centuries of historical development in different countries. Aucklanders in 1857 were not faced with a state of affairs similar to that which was to trouble their children and grandchildren. The question of state aid for denominational schools did not become acute until education was made compulsory and the various religious bodies could not find the necessary amount of money to maintain their own systems. In 1857 the principle of aid, in the shape of salaries, was acknowledged; it was another matter whether a denomination should be given a proportion of public funds to be used in any way which it alone thought fit.

---

[1] "The Bribery and Treating Act, 1855".

The lack of money was at the root of nearly all the trouble connected with the administration of the 1857 Act. The Board made grants to schools irrespective of denominational differences, and during the first year of the Board no applications for aid were rejected. For the year which ended on 30 September, 1858, the expenses of the Board amounted to £1746-3-5d out of which teachers received £1184-0-2d, the Inspector £300 with £37-10-0 added for a travelling allowance, office expenses accounted for £24-13-3d, and £200 was sent to the Committee of Council on Education in England in return for some books and apparatus. At the end of 1858 there were eleven Church of England schools receiving grants — St Paul's Boys' School, St Paul's Girls' School, St Paul's Infant School, St Matthew's Boys' School, St Matthew's Girls' School, St Mark's Remuera, St Peter's Senior and St Peter's Junior Schools at Onehunga, the Church of England School on the North Shore, St Barnabas' School in Parnell, and the Church of England School, Otahuhu. The largest were St Matthew's Boys' and Girls' Schools with average attendances of about sixty each. In these parochial schools some of Auckland's most prominent citizens received their early schooling. Among the Statutes and Resolutions passed by the Synod of the Diocese of New Zealand at its First Session in 1859-60, provisions were made for the regulation of schools in parishes constituted under the act of the General Synod. Parish schools were to be established by or under the authority of the clergyman and the vestry of the parish and all teachers of these schools were to be appointed by the vestry with the approval of the clergyman of the parish. They were to be open to the clergyman of the parish, or to any other clergyman acting on his behalf, "at all such times as to him shall seem fit, whether during school-hours or out of school-hours, for the purpose of giving Catechetical or other religious instruction to the children".[1] Some Franciscans who conducted a secondary school at Parnell until 1873 did not receive aid from the Provincial Council; neither did the schools of the Sisters of Mercy profit from the 1857 Act except in 1865-66 when Miss Maria Hughes, a teacher with a Second Class certificate of the Board, had charge of the school attached to the orphanage and boarding schools at St Mary's Convent, Ponsonby. The teachers of the Roman Catholic schools at St Patrick's, St Mary's on the North Shore, Otahuhu, Onehunga, Panmure and Howick were exempt for three years from the Board's examination but when those at Onehunga, Otahuhu, Panmure and St Patrick's had not passed the examination by 1860 grants were withdrawn. St John's Roman Catholic Parochial School, Parnell, although established in 1857 under Mr and Mrs John Kirby, was not accepted till it had a qualified head teacher. In 1861 the well-attended Onehunga school returned to its connection with the Board when the teacher from St John's transferred there. In 1863, St Joseph's at Grey Lynn, a school in Barrack Street, one in Drake Street, Freeman's Bay, and another at Newton qualified for grants, and Panmure and Otahuhu were received back to the fold — and so the erratic process continued. Schools did not cease when their connection with the Board was dissolved; the association was resumed and the grant given when the teachers in charge passed the Board's examination. These first Board members understood that — apart from money — the teacher was the most important factor in an education system. Nevertheless, it was lack of money, more than a deficiency in teaching skill, which harassed the Board. It was given the impossible task of giving effect to an Education Act against a background of financial maladministration. New Zealand's second parliament met in April, 1856 and until that time Auckland's inexperienced councillors were given almost sole control of the Government of the Province. They did not accept the responsibility and while they continued to neglect their functions the Superintendent assumed undue power. Their general mismanagement was most evident in the derangement of financial affairs. Auckland's third Council had an unstable existence. The 8th Session, which met on 25 November, 1857 was prorogued on 24 March, 1858; after an interval of six months the 9th Session met on 4 October, and ended on 24 December; the 10th Session lasted only a few days, from the 2nd to the 12th of May, 1859; the 11th Session, the crucial one in the fortunes of Williamson, lasted — with many adjournments — from 11 July to 1 November; the 12th Session, 31 January to 1 June, 1860, was prorogued by proclamation after most of its later meetings had lapsed because of the lack of a quorum — sometimes only Powditch, the Speaker, was present; and the final unhappy sittings of this Council — the 13th Session — were held between 21 November and 27 February, 1861. On 30 September, 1859, Williamson sent the Council a Message informing the members that he had been unable to obtain loans of £15,000 and £25,000 upon the security of the City and Harbour Endowments which had been included in the estimate of the Ways and Means presented to the Council when the Bill to appropriate the Revenue for the year 1859 had been submitted for their consideration; as a consequence, the cost of forming Custom House Street by reclamation and the completion of the Queen Street Wharf had to be defrayed from other sources; this process resulted in what Williamson described as "some financial embarrassment". In February, 1862, the Finance Committee of the Council stated that at 31 December, 1861 Auckland's outstanding liabilities amounted to £26,787. And there was always the distressing fact that Auckland had little land revenue because most of the land was in the possession of the natives and large tracts of Crown land had been bought by speculative capitalists. While Auckland had little prospect of an increase in land revenue "the provinces in the South Island, with the exception of Nelson, in which immense tracts of public land had been swept up by shepherd kings under Sir George Grey's Land Regulations of 1853, were basking in financial sunshine. Canterbury and Otago had no native difficulties, and abounded in territorial wealth". [1]

---

[1] This was adopted by Synod on Wednesday, 4 January, 1860.

[1] W. Gisborne, *New Zealand Rulers and Statesmen, 1840 to 1885* (London, 1886).

Of the schools in connection with the Board during the 'sixties the most significant, in the light of succeeding events, were the so-called undenominational schools in which a Presbyterian element was evident. Some members of the Auckland Presbytery supported the creation of a secular system because they realized that it was impossible to establish a form of religious instruction which would satisfy all denominations, and it was highly improbable that they would have supported any similar plea to that made by Pompallier to Gore Browne on the matter of instructing the natives. With excessive hopefulness the Bishop, in 1856, had advised the Governor that "on account of the division of contradictory churches or Christian denominations, the temporal Government should impress none of them to the natives, but recommend the universal one called by the apostles the holy catholic". On 5 October, 1859, the Auckland Presbytery directed its Sabbath School Committee to obtain statistics of the day schools in connection with its several congregations. Until 1863 this committee concerned itself with both Sabbath and Day Schools; in that year this work was divided between two committees that were to visit all the schools connected with Presbytery. In 1866 there were twenty-four Presbyterian schools. Along with the schools of other denominations they suffered from a series of misfortunes. There were frequent outbreaks of sickness, and severe winters were aggravated by bad roads. The Waikato War, prosecuted by Sir George Grey, who succeeded Gore Browne as Governor in 1861, interfered with the establishment of new schools in the outlying districts. Before 1863 immigration had declined because of native disturbances and in the early 'sixties the number of scholars did not increase as the Board might have expected. During 1863 Turanga Creek, an Anglican school, Wairoa, Waiuku and Papakura Valley schools were closed because of the war. Wairoa Road school was closed for a time but was re-opened in spite of the difficulties arising from the disturbed state of that district. But with soldiers and their families arriving in Auckland, so great was the increase in the school population in the year that the war started, 1863, that the Board was compelled to apply for a grant of £500 in addition to the sum placed on the Estimates. The money was still applied entirely to augment salaries; the whole cost of providing school buildings and equipment was supplied by private or denominational effort in the different districts. After about three or four years' experience the Board felt that the Auckland system of education had the great merit of awakening and stimulating voluntary effort and that the requirements of the Act were complied with willingly by the inhabitants in the various settlements. By September, 1865, there were 2686 children attending schools in connection with the Board. At the same time there were 3258 children attending private schools in Auckland. These establishments, many of them short-lived, have their place in the Auckland story but, except in a few instances, their existence was completely independent of the Board. Among the schools classified as "private" for statistical purposes were those denominational schools with uncertificated teachers. Of the private schools the most interesting, as far as the Board was concerned, were the Auckland Academy, the

Auckland High School, and the Wesleyan College and Seminary. At the Auckland Academy John Gorrie, elder of the Presbyterian Church and prominent member of the Freedom of Religion Society, gave "sedulous attention to the educational training of the youth committed to his care". Auckland, or St Andrew's, High School was an undenominational school unidentified with the congregation of the adjacent Presbyterian Church. One of its best-known students was Edmund Mahony who had received his first lessons from R. J. O'Sullivan and who later became diocesan solicitor for the Auckland Roman Catholic Church. The Headmaster from 1863 was Farquhar Macrae. When the Rev. J. H. Fletcher left Wesley College he was succeeded by his brother William; during his short term the boarding establishment was abandoned, and when William went to Fiji as a missionary in 1857 the school was conducted temporarily by Joseph until another brother, John, arrived.[1] Because of financial difficulties in 1858, and to keep the school as a Wesleyan establishment, certain ministers together bought the property and became its trustees. Among the ministers were Walter Lawry, H. H. Lawry, Thomas Buddle, George Buttle, Alexander Reid who was about to leave Three Kings for Te Kopua, the Maori mission station on the Waipa River, Gideon Smales who had recently arrived in East Tamaki, and the adventurous John Hobbs, of Hokianga, son of a Wesleyan local preacher who had been admitted to the Wesleyan Society by John Wesley himself. In the 'sixties the Trustees sold some of the land for good prices but because of the Maori wars and the economic depression the school was closed in 1868.[2] The property was then leased to the Rev. Robert Kidd, LL.D., so that he might continue his "collegiate school" which he was then conducting in Karangahape Road. Kidd joined forces with Joseph N. Flower, who was running a commercial school in Hobson Street, and their school, without endowment or denominational aid, immediately became the largest day and boarding school in the Province; another claim to distinction which this private school possessed was that it offered natural science as a subject of instruction, taught by a man employed especially for that purpose. The teaching in the many smaller private schools was not of a high standard, but it was not that alone which caused the richer classes as a whole to neglect opportunities for education. On Auckland's "comparatively rich", who did not realize that "to hold his own in the nineteenth century a man must possess a trained intelligence", the *New Zealand Herald* commented, "The bulk of the children are growing up — many have grown up — ignorant, illiterate, and totally disqualified to maintain the position in life to which the circumstances of their parents entitle them."[3]

From his appointment until 1862 Henry Taylor was the Board's secretary and peripatetic organizer. "Inspector" was an unfortunate choice of title; it accentuated the search for defects, it savoured too much of the Poor Law and factory systems, it carried with it the implication that a teacher lacked integrity or even common sense, and it did not sufficiently emphasize the constructive assistance which a good "inspector" has always given. But the cautious Board used inspection and examination of schools for three main reasons: first, they made certain that the required amount of instruction was given satisfactorily and that the rules of the Board were observed; second, they secured increased attention to his duties on the part of the teacher; and third, they compelled the children, on their part, to increase their industry. So much did the Board's teachers put their trust in the Inspector that they "took his suggestion as a cat laps milk", or, in the phraseology of the Board, defects in teaching were noticed by the Inspector and his corrections "in every case kindly received".[1] Such were the good old times! Taylor inspected reading (books of general information, easy narratives, monosyllables and letters), writing (from dictation, in books, on slates), arithmetic (simple, compound, advanced) and — "miscellaneous" (spelling, geography, English history, English grammar, and music). He found that the teaching was "unintellectual and almost mechanical"; the blackboard, which he felt could not be superseded as an instrument for conveying instruction, did not hold the position which its importance deserved. However, within a year or two — so attentive to inspectorial injunctions were the Auckland teachers — the old method was gradually giving place to a new and better system of teaching. The system Taylor was anxious to introduce was termed "simultaneous" or "gallery" teaching, in preference to the catechetical method of direct questions and answers which always placed the pupil on the defensive and never allowed him to enjoy a frame of mind eager to receive instruction. The teacher under the simultaneous system, in contrast to the catechist, had to be thoroughly conversant with his subject. Taylor persuaded the Board to spend a considerable sum of money on the purchase of books and maps from England. He urged that more provision be made for the useful subjects of needlework and music; and he deplored the practice of withdrawing children from school at an early age because of the great demand for labour. In any differences which arose between teachers and school committees neither the Board nor the Inspector could take part. All that the Inspector could do was to report upon the teachers' efficiency and the progress of the scholars. Taylor resigned when a wide field of usefulness was opened to him "in the amelioration of the native race". "I determined", he said, "to sacrifice my private feelings to a sense of humanity." On 15 February, 1862 a number of certificated teachers met at Claremont House and presented Taylor with a testimonial "of respect and esteem for his uniform kindness and impartial discharge of his duties as inspector of schools". Among the teachers present, Diddams referred to Taylor as the staunch friend of the teachers, a willing and sound adviser, whose inspection of schools was rigorous but not censorious. Mays described his inspection as "liberal and unsectarian", and Brabazon commented that the system of examination employed by Taylor was looked upon as "fair and impartial" by "the respectable portion" of the Roman Catholic body in the Province.

---

[1] When John Fletcher left the College after eleven years he opened a private school at Thames. The youngest of his six sons became well known in Auckland as the Rev. Lionel Fletcher.

[2] Three years before this, in 1865, the Methodists had acquired a site for a church at the corner of Pitt Street and Karangahape Road.

[3] 6 May, 1869.

---

[1] *Second Report of the Commissioners of Education for the Province of Auckland,* 30 September, 1858.

In his farewell address Taylor gave the teachers a few hints. He advised them to keep their language simple and plain when in the schoolroom. He deplored the tendency of that age to store the child's mind with a large amount of knowledge of various descriptions to the exclusion of food for the fancy and imagination. The heart of the child, he said, could be captivated through the fancy and when the feelings were enlisted it was easy to make an inroad into the mind. Taylor criticised those parents who withdrew their children from school at about the age of twelve or thirteen, just when they were beginning "to burn with the enthusiasm of learning and an earnest thirst for knowledge"; if parents were going to make twelve years the leaving-age then Taylor advised the teachers to confine themselves to reading, writing and arithmetic. He did however suggest that in order to keep bright children at school the Provincial Council should set aside £100 or £200 for scholarships. This Claremont House assembly expressed a need for a Teachers' Association and a meeting was arranged for Saturday, 1 March, in St Paul's Schoolroom. "Good will arise from the association", said Singer, "if we meet with the single object of striving to fulfil God's will as teachers, and implore His blessing upon it; we could strengthen each other's hands not only in a political sense, in guarding the Education Act, but in those trials of teachers which the world does not see — trials so heavy sometimes that it requires great patience and perseverance to resolve to continue in our work."

When Taylor resigned there were forty-five applicants for the position of Inspector. At a meeting of the Board on 7 April, 1862 — the first attended by the Rev. John Macky — the Board appointed Robert O. McCoy, M.A. (Glasgow), Classics master at Scotch College, Melbourne. But McCoy, pleading ill-health, declined the appointment and on 30 May the office was given to John Croughton Valentine, M.A. Taylor became a Board member, but when Valentine resigned on 6 January, 1864 Taylor resumed his office as Inspector and resigned from the Board. Once again he sacrificed his private feelings to a sense of humanity. Valentine's retirement was a fortunate event. He was devoid of ideas, he had nothing constructive to offer, and so ill-favoured was he that had he remained longer he would assuredly have made the teachers' lives barren. His reports to the Board were hurriedly compiled and incomplete; although at times he omitted to give dimensions of buildings he always assured the Board that the "accomodation" (sic) was "sufficient"; when he visited St Paul's Girls' School in August, 1862 evidently not one of the children could cipher, yet according to his recorded judgment six were classed as fair, thus gaining 3 points each, three were imperfect — only 2 points, and three were considered failures — children who failed were given 1 point; at Mangere, where Captain Haultain was the superintendent and Lambert the teacher, the schoolroom was leaky but, according to Valentine "not so as to cause much inconvenience" and so the Board was informed that "the school-buildings and outbuildings were kept in good order and repair". Valentine did not give teachers the credit for possessing any integrity and he had the contemptible practice of damning with extremely faint praise. To the question, 'Is due attention paid to neatness and cleanliness of pupils?' his stock answer was 'Apparently'. To the question, 'Are the regulations of the Board complied with?' his answer again was the grudging, almost doubting, 'Apparently'.

Because the framers of the 1857 Act were aware of the elementary fact that the efficiency of every school depended chiefly upon the moral character and proficiency of the teacher, they made provision for the examination of the teacher in the presence of the Board. Within a year of its existence the Board subdivided the first and second class certificates into three grades each to distinguish with greater accuracy the comparative attainments of teachers. The ordinary subjects taken for examination were reading, writing, spelling, composition, English grammar, geography, English history, ancient history, arithmetic, school management, and the theory and practice of teaching; for additional subjects the teacher ranged among music, drawing, chemistry, algebra, mensuration, French, Italian, Euclid, mechanics, astronomy, book-keeping, electricity, needlework and logic. Well may the rustics of Whangarei, Wairoa and Pokeno have gazed and wondered, "that one small head could carry all he knew". Yet in 1860 the Board reported to the Superintendent that the examination of teachers encouraged the acquisition of accurate knowledge, a little of which, they felt, was of far more value in a teacher of young children than a much wider range of loose, inaccurate and ill-digested information. It was usual to hold the examinations four times a year. Each examination was one hour in length and the examiners marked the answers on a seven-point scale with 7 as the highest score. Of the teachers who presented themselves to declare how much they knew not all satisfied the examiners. The Board considered it highly important to keep up the standard of the qualifications of teachers but unfortunately they were often confronted with unsatisfactory results and few candidates. The arithmetic examination of April, 1866, consisted of simple proportion, reduction from hundredweights to pounds, subtraction using hours and minutes, numeration and notation; the paper "for females" contained a bill with four items — 7½ lb. of tea @ 3/10d a lb., ¾lb. of spices @ 2/4d a lb., 15 lb. of candles @ 8½d a lb., and 104 lb. of sugar @ 4½d a lb. To describe lucidly the process of subtraction was beyond the powers of most candidates. "Suppose," said one, "8 from 40 from 0 I cannot but 8 being in the units place I borrow one from 4 in the tens place and it leaves 2 by taking 8 from 10 but taking one from 4 leaves 3 in the tens place and 3 in the tens and 2 units is 32." The examiners of the geography paper were informed that the continents to the north of the equator were Spain, Portugal, Norway, Sweden, Italy, Greece, Crimea, Denmark and California. From Henry Worthington's paper on School Discipline we learn that some of the methods of teaching used in 1866 were the Pestalozzian, the Simultaneous, the Didactic, the Picturing-out Method, and the Lecture. One teacher found no difficulty in teaching reading — he invariably adopted the monitorial system ! Teachers had different opinions on the space that should be allowed in the schoolroom for each child; the answers varied from 3 to 10 square feet. A building measuring 20 feet by 14 feet would accommodate various numbers — 28, 35, 40 or 50 "shollars"; one teacher calculated that on the basis of 8 square feet for each child a room measuring 20 feet by 14 feet would hold 100 children. The subject for composition was "The Progress of England", but the hasty P.L. wrote his on "The Progress of Education". His uncorrected, unvarnished essay ran as follows:—

> "The first thing should be considered is the laying out of the school which would throw light on all the other principals concirning it. In the first place the school should be well ventilated and kept clean next the disks should be made to a certain scantlin which is a great principal to promote ease to the puple in writing it should be 28 inches high and neaily level so that the lour edge of the slant board should be 26¾ inches and the forme should be 15 inches high. The top board should be 3 and slant 12 inches wide And they should be arrainged to suit the Biapertite method of teaching for it is the method used by most experienced teachers. This method consists in dividing the school into two divisions and called Junier and Senier divisions these divisions being subdivided into classes and sometimes whin a class asnmounts to more than 12 individuals they are subdivided into drafts. One of those divisions should be in the disks during the time the other would be at the drafts the former being engaged at some mental lesson and ½ an hour is approved of as being sufficient for each division when those in the disks take the drafts pleace this method will enable the teachers to have all the puples constantly employed. And a timetable should be used in order that each puple will know his pleace at any time and by a strct adherence to the systom above mentioned it will promote in a great digree the progress of Education."

It is not to be wondered at that the assessments of examiners in the early years were extraordinary in their unanimity; perfect agreement prevailed among the members of the Board as to the relative merits of the candidates who presented themselves for examination![1]

In order to improve the quality of teachers Taylor wished to increase the salary of first-class teachers; he stated that provision should be made in the mixed country schools for girls to be placed in the charge of "a respectable female". In the "Auckland Waste Land Act, 1858" the Provincial Council offered an incentive to teachers in Britain who wished to come to the colony. It authorized a grant of 80 acres of land to teachers of common schools after a period of five years employed in instruction under the Board of Education; the Board, wisely, did not subscribe to that false yet persistent notion that an individual with an Oxford or Cambridge degree can, by virtue of that degree, organize a school and teach wild colonial boys, and these immigrant neophytes were compelled to produce a certificate of merit before qualifying for 80 acres of general country land. For a brief period this measure deluded the Board into believing that there would not be a dearth of good schoolmasters; evidently in 1858 and 1859 "teachers of a superior quality" were arriving in Auckland by almost every vessel. But even the prospect of receiving the scholastic blessings of a superior teacher from the mother-country did not readily convince outlying districts that schools were necessary — and after that there was the decision to be made on the site for the school, and funds for the erection of the building had to be procured. By 1864 the Board realized that the Auckland system of education was languishing, schools were closing for the want of teachers while many that were open were giving shelter to men of inferior ability and attainments. At the same time commerce and speculation had opened up new opportunities to men of enterprise. There had been a demand in the various departments of the colonial government for men of ability and education. Labour of every description was in demand and liberally paid for, and the mere necessaries of life had increased greatly in price. And so it was that the Board came to the conclusion that teachers could not enjoy life on their low scale of salaries. They informed the Superintendent, Robert Graham, that "the one grand serious impediment to the future successful operation of the Act" was the low scale of salaries for teachers fixed upon in the year 1857. In similar vein Hugh Latimer had exhorted those who appointed teachers and schoolmasters, those who had charge of youth, "to give the teachers stipends worthy their paynes". But that was in 1549.

---

[1] *Third Annual Report of the Commissioners of Education for the Province of Auckland*, 30 September, 1859.

Towards the end of 1858 the Board had expressed its satisfaction with the working of the 1857 Act. But in January of that same year the names of Bishop Pompallier and James McDonald, Vicar General and special inspector of Roman Catholic schools, had headed a petition to the Provincial Council.[1] The petitioners had found the Act "contrary to impartiality in its application to the various Religious denominations of the Provinces, especially to the Roman Catholics"; they had complained that the Act had been unjust in placing Roman Catholics "in the alternative either to lose their share of the grant for schools, or to act contrary to their Religious dignity and interests by submitting to Ministers spiritually opposed to them, their Teachers for examination and authorization for keeping Roman Catholic Schools". Pompallier and McDonald had expressed the hope that when the Act was amended it would contain "nothing that would injure the Religious freedom, the civil equality, and independence of the denominations of each other, and give no secular powers to spiritual pastors to exercise a civil jurisdiction over any other denominations but their own respective ones". Within a few days of the first, a second petition had been presented.[2] It had been signed by Bruce, Fletcher, Clark, Macky, Purchas, Buddle, Reid, T. Cheeseman, Russell, Phillipps and Eliott. Except for Cheeseman all signatories had taken part in preparing the *Proposed Scheme of Education for the Province of Auckland.* They had been unimpressed by any argument revolving around "spiritual opposition"; their plan had been based on the principle of limiting government inspection to the secular instruction which should be given in all schools receiving government aid. They had not appreciated the apparent championing of the various religious denominations by the Roman Catholic Church — and the shallowness of Pompallier's choice between money grants and religious dignity must have amazed leaders of other denominations. Yet, as Pompallier and McDonald had done before them, these petitioners had stated that there was widespread dissatisfaction with the working of the Act. They had objected to the appointment of a Special Inspector according to Clause 6 of the Act. On the inspection of schools the Proposed Scheme had stated:—

---

[1] The petition was dated 25 January, 1858; it was printed on 28 January.
[2] It was printed on 10 February, 1858.

> An Inspector of Schools shall be chosen by the Board, subject to the approval of His Honour the Superintendent, and shall receive a salary of not less than —— per annum. The Inspector shall not exercise any control in the schools inspected by him, or interfere with the religious instruction given in them, or with their discipline or management. His duty shall be to ascertain whether the required amount of secular instruction is satisfactorily given, and whether the regulations of the Board are carried into effect, and to report accordingly. He shall also be ready to assist in the organization of new schools, to suggest improvements in the teaching and discipline of schools, and to give any advice or information in his power, to the Managers and Teachers, if invited by them to do so.
>
> Every School aided by the Board shall be at all times open to the visits and inspection of the Board, either by themselves in person, or by their Secretary or Inspector, or by any one authorized by them for that purpose.

This recommendation had been rejected and the offending Clause 6 had been substituted. The petitioners had held that the Government Inspector should possess the right of free access to all schools in which education was given at the public expense and ought to have the power of entering at all times. The principle upon which they had based their petition was one of universal application, but unacceptable to the Roman Catholics, that where public funds are appropriated to any purpose the public have a right to be made acquainted with the uses to which such funds are applied.

To consider the Report of the Board for 1859 a select committee of the Council, with Pollen as its chairman, was appointed in February, 1860; it made its report on 16 March. On 27 March the Provincial Council endorsed the committee's recommendation that the Board should consist of lay members only; in its turn it recommended to the Superintendent that Clause 6 be repealed and the power of appointing special inspectors abolished. Three days later the Council received a Message from Williamson, the Superintendent. He reminded the Council that the objects sought to be attained in framing the Act were to aid and direct the voluntary efforts of the people in the diffusion of the blessings of education, yet so as in no way to relieve parents or guardians from the due performance of their duty to their children and the public. The object, he said, was to provide *good* education rather than *cheap* education. Since the Commissioners' term of office had almost expired Williamson decided to make no alteration to the Act, and in June he appointed a new Board comprising Dr Charles Knight (chairman), Dr Daniel M. O'Hara, William Goodfellow, Charles Canning, C. J. Stone, Charles Sanderson, William Phillipps, T. S. Forsaith, and J. F. Lloyd, the only surviving clergyman.

By 1860 Knight had been auditor of the accounts of the general Government for two years. The men over whom he presided were predominantly laymen with business ability more prominent than religious enthusiasm and with no particular qualifications to speak with authority on education. After their first complete year as Commissioners they expressed their satisfaction with the Act. "The Education Act," they reported, "puts no pressure upon the conscience of anyone, either by the enforcement or prohibition of religious instruction; it leaves all parties free to follow their own convictions in this respect, and the result is that all classes in the community are willing and anxious to avail themselves of its provisions, and a large amount of hearty and zealous co-operation is secured which could not be obtained by any compulsory system."[1] On 24 October, 1861 Williamson was re-elected Superintendent, the fourth Council was elected in November, and the fourteenth Session opened on 6 January, 1862, with Powditch again as Speaker. At the end of March the Council forwarded a message of condolence to Queen Victoria on the lamented death of His Royal Highness the Prince Consort.[2] Williamson resigned on 7 May because of the endless discord in the Council and as a protest against the Native Lands Act passed by the General Assembly. According to its preamble this Act "would greatly promote the peaceful settlement of the Colony and the advancement and civilization of the Natives if their rights to land were ascertained defined and declared and if the ownership of such lands when so ascertained defined and declared were assimilated as nearly as possible to the ownership of land according to British law". During that session — on 15 April — the Council expressed its opinion that the Education Act required some amendment "to make its provisions just towards those who contributed to the funds by taxation". Williamson was re-nominated and stood for election against Robert Graham but was defeated. The fifteenth Session opened on 27 December, 1862, and ended on 21 April, 1863. During this Session — on 11 March — the Council resolved that an address be presented to the Superintendent requesting him to send down early in the following session an amended Education Bill in order that the benefits of education could be extended further to the thinly-populated out-districts. In 1863 Graham appointed a new Board of Education — Knight, Phillipps, John Andrews, Patrick Darby, Patrick Donovan, Eliott, Henry Taylor, Thomas Macfarlane and the Rev. John Macky. Knight was re-elected chairman. Macky had been appointed on 7 March, on the resignation of Forsaith who had left Auckland about the middle of 1862 to settle in Dunedin. The sixteenth Session of the Council lasted from 25 September, 1863 to 21 April, 1864, and the seventeenth from 5 October to 17 November, 1864. During the latter Session a draft bill entitled the "Education Act Amendment Act, 1864" was submitted by the Board of Education. It proposed no alteration in Clause 6 of the 1857 Act. It was strange that a group of men led by such an authority on finance as Knight should have agreed to have public money expended without an enquiry being instituted whether the funds were judiciously and properly expended; other departments of the Government service had their receipts and expenditure examined by an officer in no way connected with those who disbursed the funds. But in Auckland the Roman Catholic Church, since it was the only denomination to have a Special Inspector, received, expended and reported upon its monied grant from the Government. A Provincial Council, given more to controversy and mismanagement than to constructive energy, took no action over the draft bill. Even during the relatively long eighteenth Session — 21 December, 1864 to 11 May, 1865 — it was set aside. No doubt the removal of the seat of

[1] *Fifth Annual Report of the Commissioners of Education for the Province of Auckland for the year ending 30 September, 1861.*

[2] The Prince Consort had died on 14 December, 1861.

government from Auckland to Wellington, and the move to obtain for Auckland separation from the rest of the Colony, occupied the Councillors' attention. When the government went to Wellington Knight was appointed agent of the Government at Auckland and he resigned from the Board of Education.

Knight's place as chairman was taken by the Rev. John Macky and his hand is obvious in the report of the Board presented to the new Superintendent in December, 1865. Frederick Whitaker had been elected unopposed on 25 October, the fifth Council had been elected in November, and the nineteenth Session had met on 12 December with O'Rorke as Speaker. The principal ground of the unanimity which had prevailed in favour of Whitaker's election was his well-known view in favour of the erection of the Northern portion of New Zealand into a separate colony. There had been resignations from the Board of 1863, and in 1865 it comprised Macky, E. J. Cox, Darby, Donovan and Macfarlane, with G. P. Pierce, Charles Fletcher, Major Heaphy and Richard Hobbs as the most recent additions. Heaphy, Victoria Cross winner of the Waikato War, and now chief surveyor in Auckland, had succeeded Dr Knight in November, 1865. Hobbs had been born at Hokianga in 1833, the son of the Rev. John Hobbs, and had been educated at the Waimate mission school by Dr Richard Day, an Irish Methodist who gave his professional help to the missionaries and natives;[1] for a period Hobbs had been apprenticed to drapers in Tasmania and then after about a year in the gold diggings in Victoria, he had returned to Auckland; in 1864 he had been a captain of militia in the Waikato and at the time of his appointment to the Education Board[2] he was profitably conducting a wholesale and retail store, the Junction Drapery Warehouse; as a Methodist he was interested particularly in the High Street church and the Wesleyan College.[3] With Macky as its chairman the Board's attitude to Clause 6 of the 1857 Act changed from one of supine evasion to one of energetic opposition. He was influenced doubtless by the declaration of the General Assembly of the Presbyterian Church of New Zealand that Presbyterians should urge on the various governments, general and provincial, the importance of establishing an educational system on a broad and unsectarian basis.[4] The Auckland Board now strongly recommended the repeal of that portion of the clause which gave power to the patrons of schools to appoint a Special Inspector. Since the Government Inspector was strictly debarred by the provisions of the Education Act from interfering with the religious teaching of the schools or with their discipline and management, the exemption of any schools from inspection by the Board's authorized inspector had a tendency to foster denominational differences and excite a vague suspicion in the public mind that either the necessary amount of instruction was not given in those schools or that "some internal incongruity"

[1] Day was a member of the Education Board for a short time; he was appointed on 7 October to fill the vacancy caused by the death of William Phillipps.

[2] 3 February, 1865, on the resignation of G. E. Eliott.

[3] Hobbs married Emma, daughter of the Rev. John Waterhouse, general superintendent of the Wesleyan Missions in Australia and Polynesia; he was thus the brother-in-law of George Marsden Waterhouse who was titular premier of New Zealand from 11 October, 1872 to 3 March, 1873.

[4] *Proceedings of the General Assembly of the Presbyterian Church of New Zealand*, 1863.

existed.[1] On the grounds of justice, they said, all who received a common favour should be subjected alike to the same requirements and conditions. Yet, in fact, this clause was only one item of an Act which the passing years had rendered in need of revision. Of more concern to every member of the Board was the existence of a Provincial Council which kept it in a state of financial embarrassment. At no time during 1866 did Whitaker and the Council give any indication that they had a sincere desire to promote education. Too much reference to those details of the Act which required alteration gives the false impression that the denominational system erected upon the 1857 Act was approaching its last moments of decay because of sectarian differences. In spite of his opposition to the Roman Catholic employment of a Special Inspector, Macky did not regard that practice as the rock upon which the Act would founder. He told the Auckland Presbytery on 26 February, 1868 that all that was wanted to make the 1857 Act efficient was funds.

In March, 1866 Henry Taylor had waited upon Whitaker to apprise him of the Board's financial position. The Board had been granted the inadequate amount of £3500 for the year 1866 but the Appropriation Act had not been passed until 20 March at which date the first half of the Board's financial year, commencing on 1 October, was almost completed; since the Board had received no intimation as to the amount to be voted, it had found itself in the position of being committed to an expenditure in excess of the Provincial grant. This unpleasant state of affairs would not have occurred if, prior to the framing of the Estimates, the Board had furnished the Council with a statement of the probable amount of funds required to carry on the work of public education for the following year; as it was, the annual grant was always uncertain, depending upon the state of the revenue and the pressure of various groups upon it. After Taylor's fruitless interview with Whitaker a deputation from the Board waited upon the Superintendent with as little success. Whitaker refused to give any assistance at all and proceeded to enlighten the deputation on the depressed state of the provincial revenue — "For the year 1866 the revenue received will fall short of the estimate by about £6000 . . . the Council will find it impossible to appropriate any of the revenue of the Province to public works . . . the large sum of £500,000 was borrowed in 1863, it has nearly all been spent, and the interest and sinking fund in 1866 will amount to £36,000 . . . the Province is not in a position to provide funds for the works necessary for the occupation and settlement of the country . . . the great cost of the Police and Gaol, and of the Hospital and Lunatic Asylum, is a matter for serious concern . . ."[2] On 23 June, Whitaker wrote to Taylor suggesting that aid should be withdrawn completely from the schools last established. With more thought for the state of education than Whitaker had shown, the Board notified teachers of all government schools in the city and suburbs of Auckland that "from 1st

---

[1] *Ninth Annual Report of the Commissioners of Education for the Province of Auckland for the year ending 30 September, 1865.*

[2] Extracts from Message No. 13 sent by Whitaker to the Council and read by the Speaker, G. M. O'Rorke, on 21 November, 1866.

July, further aid from the Board would be suspended, until sufficient funds were placed at its disposal by the Government", and it also notified teachers of country schools that "a reduction of from 40 to 45 per cent. would be made on their salaries for the quarter ending 30th September". That reduction was made and when the Board presented Whitaker with its annual report in November the teachers of city and suburban schools still remained unpaid. The Board failed to elicit the sympathy of the Council for the various military and immigration settlements in the Waikato and other confiscated districts; the large area to the south of Auckland remained without adequate opportunities for education. The Board was not even provided with a means of defraying necessary incidental expenses in carrying out its public service. While the Board's responsibilities had increased year by year Taylor still acted as Inspector of Schools and Secretary of the Board without clerical assistance; yet his salary, unlike that of all other Government servants, had not been altered for the past nine years. During the year 1866 the Board asked Whitaker to submit two questions to the Provincial Law Officer. The first asked, "How far is the Board justified under the provisions of the 'Education Act, 1857', in diminishing, in whole or in part, the salary of a teacher, unless for moral misdemeanour or inefficiency?" and the second, "Has the Board power to discontinue granting aid to schools already in connection with the Board, and complying with all its requirements and regulations?" Whitaker declined to do this, giving as his reason that "it does not come within the scope of that gentleman's functions to advise public bodies performing public duties, altogether independent of the Provincial Government". Had Williamson acted in this way in 1857 and not referred inquiries to Merriman, the first Board of Education would have been its own interpreter of the law, Clark, Bruce, Reid and Cheeseman would not have resigned, and the system of education in Auckland would have developed differently. Whitaker's manoeuvre did not hoodwink the Board; they knew that although he refused to help them out of their legal difficulties he was cognizant of deficiencies in the working of the Act. In their report for 1866 they quoted his own words, "I am bound to say that I see the difficulties which the questions sent to me suggest, and I see the conflict between two Sections of the Education Act. The second gives authority to the Superintendent to cause grants of money to be made 'out of any sum or sums of money that may be voted by the Provincial Council:' and the Appropriation Act limits this sum to £3500. It is quite clear, therefore, that the Superintendent cannot pay more than that sum for the year 1866, without a direct breach of the law. On the other hand, the 16th, 19th, and 23rd Sections imply that all schools complying with the Act must be supported, and the salaries of the teachers fixed. It appears to me impossible, satisfactorily, to reconcile these Sections with the 2nd, and the Appropriation Act".

The Board's report was presented to the Provincial Council on 13 November.[1] Two days later Thomas Ball asked Williamson what measures the Government proposed to introduce in order to extend and increase the efficiency of the agencies for promoting popular education in the Province. Williamson, who had had notice of the question, answered that it was not the intention of the Superintendent to propose any alteration in the Education Act; he stated, however, that the Government had under consideration a measure for providing funds to enable the Board of Education to continue to carry out the provisions of the Act. Accordingly Whitaker transmitted to the Council a Bill "to enable the Board of Education to assess and levy rates"; he would then agree to supplement the amount so raised by an auxiliary vote of £2000. The "Education Rates Bill, 1866" was read a first time on 21 November, but was not proceeded with because of the evident opposition of the Council to its principles. Because the Provincial Council declined to provide adequate funds the Board proposed to discontinue granting aid to schools in the city and other populous districts; this alone required an annual expenditure of nearly £2000. To provide education for over 700 children whose parents could not afford to pay the school fee the Board proposed to establish four free schools in the city, one school in Onehunga, and one in Panmure; and lastly, the Board proposed to employ itinerant teachers in the more neglected and destitute of the immigrant settlements, each teacher to have charge of two settlements. The Board was informed that these proposals would not be acceptable to the Roman Catholics; they were also informed that some sections of the community accused the denominations of attempting to win converts through their schools. In order to remove the ever-recurring "conscientious scruples and fears of Roman Catholics" and to assure the public that "all attempts at proselytism" would be discouraged the Board resolved, first, that of the four teachers to be appointed to take charge of the free schools in the city, one at least should be a Roman Catholic, second, that the other teachers should be selected on the grounds of competency and ability alone, third, that it should be discretionary with any member of the Board to accompany the Inspector when he visited those schools, fourth, that any teacher proved guilty of proselytism should be dismissed, and finally, that ministers of the various religious denominations should be allowed access to these schools at the end of the school day for the purpose of giving religious instruction to those children whose parents did not object to it. While the Board was devising ways and means of keeping the 1857 system alive the Provincial Council was passing an Act to appropriate the revenue for 1867;[1] the Council allotted £8787-5/- to the Police, £8675-12/- to the Gaol and £3000 to the Board of Education.

---

[1] The Board, appointed on 14 July, 1866, consisted of E. J. Cox, P. Darby, C. Fletcher, C. Heaphy, R. Hobbs, T. Macfarlane, J. Macky, G. P. Pierce and E. Mahony.

By the end of 1867 educational enterprise was very lame. The number of teachers had decreased, no new schools had been established and more had broken their connection with the Board, no deserving teacher had been promoted, children's attendances had been unsatisfactory and irregular, examination of candidates for teaching certificates of merit had ceased, teachers had lost all zeal because of their precarious position, scholars had made little progress, and the plight of uneducated children in the city and suburbs of Auckland, the Pensioner Settlements and the Military Immigrant Settlement, had reached a deplorable state — it was a depressing catalogue. Whitaker had been informed of Auckland's scholastic regression but nothing had been done. Williamson was now Superintendent and to him, in November, the Board presented its eleventh report. "The unwillingness on the part of the Legislature of the Province of Auckland," they said, "to grapple with the difficulties which the question of public education has at all times and in all places produced, is marvellous, when compared with the attention which other Colonial Legislatures bestow upon it year after year." So hopeless had the task of administration become that the Board considered resigning. But at this critical stage the Provincial Council passed an extremely crude education bill.

---

[1] "Appropriation Act, 1867" was passed on 19 December, 1866 and received Whitaker's assent on the 21st.

On 9 January, 1868, the Council requested the Superintendent to introduce a measure to repeal the 1857 Act. This he did on the following day; it was passed on the 16th and the "Act to promote Education in the Province of Auckland" was thereby repealed.[1] Encouraged by Williamson, the Council requested that a new bill, based on a system of permissive taxation be introduced for their consideration. On 19 February Williamson submitted a new bill to promote education in the Province of Auckland; it passed the Provincial Council on 27 February and, along with the Repeal Act, received his assent on 4 March. It became lawful for Highway Trustees[2] to convene public meetings of ratepayers in the several Districts to consider levying rates on the lands and property in those Districts in order to raise funds to promote education. These meetings of ratepayers could fix the amount of the rates to be levied, and all the moneys collected would be held in trust by the Highway Trustees, who would have the power to make rules and regulations for the control and management of any school "which may be established for the purpose of taking advantage of the provisions of this Act". The course of instruction was to be purely secular with reading, writing, spelling, arithmetic, geography, history and English grammar as the compulsory subjects. It was made lawful for the Superintendent to appoint an Examiner to examine candidates for appointment as schoolmasters; those teachers who held certificates under the 1857 Education Act were not required to undergo any further examination. Few districts made any attempt to apply the provisions of the 1868 Act, but the denominational schools bravely struggled on although embarrassed by lack of funds. In 1867 the Rev. Mr Arnot had reported, "Our teacher at Waipipi still hangs on at no more than 2/- per week, and not only hangs on but appears to be making way in the education of the children, and keeping at bay that barbarism which we see growing upon them in other quarters." On the day before the 1868 Bill was passed the Rev. Thomas Norrie reported to the Auckland Presbytery on the Presbyterian Day Schools; he criticised the scheme then before the Provincial Council for its failure to assure country districts of assistance. The Rev. John Macky, agreeing with Norrie, added that the Provincial Council did not have a sincere intention to do anything for education. The Rev. David Bruce, always a man of great energy and indomitable perseverance, exhorted the day-school committee of Presbytery to press the claim of education upon the Government and endeavour to induce it to introduce a comprehensive bill. His exhortation did not move the Provincial Council and in 1868 the condition of education in the Province became more unfavourable than ever. As a rule the highway trustees were not the best people to advance education although they may have been qualified to effect improvements in roads and bridges. Some of them were offered schools and plots of land but they refused to make any provision for procuring teachers. The year was notable, too, for the withdrawal of government aid, the reduction of school attendances, and the exodus of many Auckland families to the Thames goldfields, the resignation of certificated teachers and the closing of country schools.

---

[1] "The Education Act, 1857, Repeal Act, 1868".

[2] The Highways Boards had the care, management and superintendence of the public roads of their districts; their duty was to maintain and repair the roads, and they had the custody, control and expenditure of all moneys collected under "The Highways Act, 1866".

On 12 January, 1869,[1] another Education Bill was read a first time by the Provincial Council. It had its second reading on the 15th and on the 26th was referred to a Select Committee consisting of Buckland, Gordon, Thomas B. Hill, William J. Hurst, Dr John R. Nicholson, John O'Meara, Robert Reyburn, George Staines, Swanson, Robert W. Wynn and Creighton as Chairman. At his own request the Vicar-General, James McDonald, was examined by the committee. He expressed the current opinion of the Roman Catholic clergy when he declared that the 1857 Act, or something similar to it, would be the only one to give general satisfaction to all denominations, leaving them free to impart religious instruction in their various schools. But during the working of the 1857 Act other denominations had changed their outlook and in 1869 McDonald did not voice the general opinion. Moreover, the mismanagement of St Mary's College, North Shore, and the obscure financial practices of Bishop Pompallier[2] which had just been revealed to some of the committee[3] did not encourage them to regard McDonald as other than the spokesman of an uncompromising Church. The Roman Catholics had inspected their own work and had reported on their own performance. There were principles directing the Roman Catholic Church, said McDonald, which the clergy had to obey and which they had to impress upon their flock; therefore, he stated, any committee or parochial council could not carry into effect any matters regarding religion and education, without the approbation of the local pastor. Swanson asked McDonald what he would advise in the matter of distributing public funds in a district with forty children, ten of whom were Roman Catholics, ten Episcopalians, ten Presbyterians and ten Methodists. McDonald's solution was that he would divide the money proportionally amongst the heads of the denominations. Two days later — on 3 February — the Rev. John Macky told the Auckland Presbytery of three schools of different denominations at Otahuhu; it would, he said, have been much better to have had one really good establishment. In opposition to McDonald, Macky believed that one efficient school was much better than two or three inefficient ones, with the doubtful advantage of a religious education. In the neighbouring colony of Victoria "the mischievous influences of denominationalism upon public education" were represented to be two-fold. First, there was a tendency to promote distrust amongst parents in all Protestant Churches on the one hand and the Roman Catholic Church on the other. Second, denominationalism had produced an undue increase in the number of public schools, an inefficient system of school instruction, and a wasteful expenditure of public money, and it was impossible for a central authority to compel an amalgamation of schools belonging to different denominations in the interests of good education and sound economy.[1] But neither the opinions of Victorians and Europeans nor the evidence of R. J. O'Sullivan, Clerk of the Provincial Council, who claimed to speak for the more intelligent of the lay Roman Catholics on behalf of secular education, made McDonald deviate from his stand that what the Roman Catholic Church required was "to have the appointment of teachers, the selection of books, the inspection of the schools, and their entire management". The Report of the Common Schools Bill Committee was presented on 2 February, and on the following day the Bill entered its Committee stage; it was read a third time on 12 February but on the 24th Williamson returned it to the Council recommending some amendments; these were agreed to and the Bill passed. "The Common Schools Act, 1869" received Williamson's assent on 26 February. The Superintendent and Executive Council of the Province together with the Speaker of the Council and three persons elected by the Council annually by ballot were to constitute a Board for carrying into effect the provisions of the Act. This new board was called "The Central Board of Education". It held its first meeting on 26 April, 1869.

---

[1] This was during the 24th Session which commenced on 7 December, 1868; the 23rd Session had been held from 15 June to 3 July, 1868.

[2] Pompallier had sailed from Auckland on 18 February, 1868; he died at Puteaux, near Paris, on 20 December, 1870.

[3] On 20 January, 1869 the Provincial Council had appointed a committee to inquiry into the management of institutions receiving aid from Provincial funds for the education of orphan and destitute children. The report was presented to the Council on 16 February. Creighton, Swanson and O'Meara were members of both committees.

---

[1] *Report of the Royal Commission appointed by the Governor of Victoria to inquire into and report upon the operation of the system of Public Education in the Colony,* (Melbourne, 1867).

CHAPTER 4

A PRECARIOUS SYSTEM

During its first year two problems in particular faced the new Board; one was the erection of educational districts and the other was the scarcity of teachers. Clause 14 of the 1869 Act was not brought into force immediately and after consulting a number of informed people, including the chairman of Highway Boards, the Board planned to proclaim only those districts where the working of the Act would not be impeded by the existence of denominational schools. The first Educational Districts to be proclaimed were Whau, Devonport, Tapu, Tauranga, Hamilton, Cambridge and Pukekura, Rangiaohia, Newcastle, Mangere, Wade, the Town of Raglan, Mangapai and Maungakaramea, Wairau, and Alexandra. The first ten of these districts elected school committees, but only at The Whau was a rate struck; the residents of the other nine were unable to raise by subscriptions or school fees the proportion of their teachers' salaries as suggested by Clause 31 and the Board gave them assistance according to Clause 40. The first schools to receive assistance from the Board were Whau, Pukekohe, Mahurangi Heads, Port Albert, Matakohe, Whangarei Heads, Raglan, Omaha, Wairoa Road, Papakura, Turanga Creek, Pakuranga, Drury, Awhitu, Cambridge, Kihikihi, Whangape and Newcastle.

Only a few of the teachers who had been in schools aided under the 1857 Act remained in schools that were not assisted under the 1869 Act. Peter Greenhill at Mahurangi Heads still had to collect and bring his children to school every morning in a boat. And Henry Worthington, advancing on Auckland from Waiuku, was now at Papakura. The Board experienced difficulty in procuring teachers and was obliged in several instances to sanction the choice by local committees of settlers who had no teaching qualifications. Country settlers would not pay for good teachers while they could hire untrained men who had perhaps failed in every previous undertaking to which they had put their hands and who had taken to teaching as a last resource. In a letter to the Superintendent, Worthington said that there were two elements essential to the production of a sound and practicable educational system. First, properly trained teachers must be paid adequately; and second, there must be a good system of organization and inspection. These were necessary, he said, because so many teachers in New Zealand did not even know the first rudiments of their art.[1] Some men and women, too, were reluctant to teach in churches, in ante-rooms to chapels, in public halls, or in neglected rooms of wretched private dwellings; because of the prevalence of the notion that any kind of building, no matter how comfortless, was suitable for a school, it was not uncommon to find 26 children in a box-like structure measuring 26 feet in length and 19 feet in width or to have a table 7 feet long being used instead of desks for seventeen children, or to find teacher and children accommodated in a building that stood incomplete because of lack of funds; in many cases these new schools had no washing facilities, no fireplaces, no provision for hanging hats and coats, and no lavatories; and that teacher was indeed fortunate whose school possessed such appliances as a blackboard, desks, maps and a few books. Under such unpleasant circumstances, with the fear of "Despair, and fell Disease, and ghastly Poverty" never dispelled from their parents' minds, the "little victims" worked and played — unless they were required for the potato-planting. That the long school hours helped to keep children out of mischief was the extent of the educational philosophy of many school committees. The itinerant teachers had also to contend with the fretful elements. John Winstone, for example, with no training as a teacher, used to make a circuit of houses in the Northern Wairoa — he was the first to conduct a school in the Kopuru Hall that was built in 1872. On one occasion, however, he did not arrive at his destination and after he had been missing for three days the local residents began to fear that he was lost. But the gallant Winstone, after two nights and three days without food and with nearly all the clothes torn from his body, broke out of the bush — and for several days was unable "to prosecute his school duties". This event stirred the Wairoa correspondent of the *Daily Southern Cross* to express his indignation. "We dislike," he said, "to see an educated young man week after week wading to the knees through mud and water, fern and scrub, and finally thrown by misfortune amongst wild beasts of the woods for days and nights together, without food or shelter, at the peril of his life, when he ought to have a comfortable schoolroom provided by self-sacrificing settlers for the benefit of their children."[1] But even the rigour of the weather, the hazards associated with rural travel, and the scholastic apathy of hard-working settlers were forgotten,

---

[1] Henry Worthington to John Williamson, 14 January, 1869.

- - - as a dream
Dies at the opening day.

The Winstone saga ended with the hero marrying Miss Marriner, the belle of the Northern Wairoa.

The neglect of education was most obvious in the Pensioner Settlements. In the middle of 1869 the Rev. D. Bruce suggested to the Board that one or more schools should be established in the city of Auckland for the benefit of those children whose parents were neglectful and unable to pay fees. About nine months later Constable James Clark visited the Pensioner Settlements to investigate the condition of the inhabitants in relation to their ability to educate their children. The labourers, widows, women who had been deserted by their husbands, washerwomen, pensioners, gardeners, and others inspected by Clark could, in fact, afford to educate their children. He informed the Board that 60 children in Panmure, 59 in Howick, 19 in Onehunga, and 27 in Otahuhu were receiving no education whatever. It was difficult to weigh the paucity of work, the fact that many inhabitants were old and infirm, and the evidence of laziness and drunkenness, and decide which factor was fundamental in the parents' neglect to educate their children. Clark's report made William Swanson suggest that similar returns should be furnished relating to the poor of Auckland. The Auckland Ragged School Association was formed in March, 1870, to care for the mental, moral and spiritual necessities of the poor and the outcast, and like Shaftesbury in England, some of the clergymen of Auckland grasped an opportunity to show that religion must be the alpha and omega of all education given to the poorer classes.[1] On 31 January, 1871, the Provincial Council accepted the principle, framed by John Gordon, that the Board of Education could, if it thought proper, pay the whole or any part of the school fees chargeable at any school, denominational or secular, of any pupil whose parents, in the opinion of the Board, were unable from poverty to pay them, provided that the pupil was not compelled to attend any religious instruction or observance to which his parents objected. In the following March, O'Rorke persuaded the Board to agree to this rule of action and it resolved to set apart £1,000 out of a Provincial Council grant of £4,500 for the purpose of paying the fees of children whose parents were unable to do so; the Board agreed to pay a sum not exceeding 1/- a week for each child. The applications, renewable at the end of every three months, were to be made to the secretary; they were to be accompanied by a certificate, signed by a teacher and superintendent of the school or by some householder if there were no superintendent, stating that the parents were unable to pay the fees. The Inspector of Schools had the right of visiting schools wherein there were any pupils whose school fees were paid by the Board and he was expected to inspect these pupils at least once in every three months. John Sheehan thought that no aid should be given to children under the age of four years. The Superintendent, Gillies,[2] remarked that he would rather see children of that age making mud-pies in the street than at school and he gave his casting vote to the section of the Board who wished that no aid be given to children under five years of age. By 30 September, 1871 the Board was paying the fees of 245 children at 21 schools. Some who were interested in educational development thought that the next step would be the introduction of free schools for all children, rich or poor, without invidious distinctions. A further advance would be the adoption of the principle of compulsory schooling. The Board generally was not enthusiastic over this scheme and they looked on it more as an experiment than as a permanent measure. Gillies was more definite in expressing his disapproval of it.

---

[1] *The Daily Southern Cross,* 6 June, 1871.

[1] The president of the Association was The Right Rev. W. J. Cowie, Bishop of Auckland, the vice-president was the Rev. J. W. Davies, the Rev. P. H. Cornford was a secretary, and the Rev. Archdeacon Maunsell a member of the committee.

[2] A Scot from Rothesay, Thomas Bannatyne Gillies had lived in Otago between 1852 and 1865 and had gained farming and legal experience; he had been a member of the Otago Provincial Council, a member of the House of Representatives for Dunedin County District and for Bruce, Attorney-general in the Domett ministry (6 August, 1862 - 30 October, 1863) and Postmaster-General and Secretary for Lands in the Whitaker-Fox ministry (30 October, 1863 - 24 November, 1864). When he made his horseback journey to Auckland in 1865 he was still only about 37.

It was, he said, only opening the doors for a number of denominational schools to receive a considerable support from the public moneys.

Writing in 1862 on the condition of the English schoolmaster, Sir James Kay-Shuttleworth stated, "He has often an income very little greater than that of an agricultural labourer, and very rarely equal to that of a moderately skilled mechanic." Clause 26 of the 1869 Act placed Auckland teachers on a par with miners, labourers and charwomen but below the level of a scavenger on the wharf. "In order to secure good teachers," wrote the Inspector of Schools, "it will be necessary to pay good salaries. The scale of salaries in this Province for certificated teachers is altogether too low. While teachers of fair ability can obtain in other places salaries of £200 it is not to be expected that they will come here for £100 or £120 a year. It not unfrequently happens that teachers come to this Province from the Australian Colonies, or from other parts of New Zealand, seeking employment, or write to me from these places to enquire as to the prospect of their obtaining remunerative work here. When I inform them of the scale of salaries, they leave or decide not to come."[1] The appointment of O'Sullivan as Inspector was not well received by schoolteachers. In April, 1869, he was appointed Acting-Secretary and Inspector under the Common Schools Act for the remainder of the year. The enthusiastic and aspiring Henry Worthington applied for the permanent positions but O'Sullivan's appointment was confirmed. Under the 1857 Act the Board had appointed its Inspector subject to the veto of the Superintendent but under the 1869 Act the power of appointment lay solely with the Board. The son of a Kilkenny brewer, O'Sullivan had arrived in New Zealand about the year 1863. At the time of his appointment he was about 41 years of age, with a teaching experience of five years. Apart from the important fact that he was not looked upon as a practical teacher, O'Sullivan was holding three offices — Secretary to the Central Board of Education, Inspector of Schools, and Clerk and Librarian of the Provincial Council. He displayed a lack of modesty when, in June, 1871, he applied for an increase in salary because the extent of his duties compelled him to employ an assistant at his own expense. At that time there were 56 schools in connection with the Board for him to visit "once or oftener in every year"; in Otago, Hislop could inspect only 15 schools in 1869 and his assistant 50. From the confirmation of his appointment as Inspector of Schools O'Sullivan set out to bestride the educational world of Auckland like a Colossus.

Inexperienced teachers stood in need of assistance in organizing their schools; they required an authority to visit them for two or three days at a time. Instead, O'Sullivan, with no experience of teaching in rural areas, flitted from place to place, "a presence of unutterable awe", — 27 June at Whangarei, 29 June Whangarei Heads, 1 July Waipu Central, 4 July North River, Waipu, 5 July Waipu Cove, or 25 July East Pukekohe, 26 July West Pukekohe, 27 July Patumahoe, 28 July Waiuku and 29 July Wairoa Road. At North River, Waipu, where Norman Matheson was the teacher, O'Sullivan found that many of the pupils came to school unable to speak any language but Gaelic; at Wairoa, near Papakura, he experienced the force of a local tradition that the pupils were not to be in any way coerced; in schools taught by lady teachers there was frequently insufficient grounding in the elementary rules of arithmetic; he was not long in discovering that zealous, energetic and extremely loquacious type of teacher, whose personality effervesces to such an extent that he is unaware of the children's ignorance; on the other hand he had great satisfaction when he inspected T. W. Wilson's school at Paparoa, Kaipara, because the children did not exhibit "that torpor, the bane of languidly conducted schools, nor that jaded appearance not unfrequently found in schools conducted with an energy that does not discriminate". But O'Sullivan himself was aware of the weakness of mere inspection. He suggested that the best and most experienced teachers would profit by occasionally visiting other schools and comparing notes with other teachers. He saw the value professionally in the creation of a Teachers' Institute which would conduct an annual conference at which papers would be read and methods of instruction discussed. O'Sullivan was of the opinion that the Board of Education should shape the methods as well as prescribe the subjects of instruction. In English literature O'Sullivan saw a means of repairing the shortcomings of Auckland's semi-barbarous society where there were "no spots with old memories to recall the child from the present to the past, no old castles, no round-towers, no lichens on the Church walls". The works of Shakespeare, Coleridge, Wordsworth, Burns, Scott, Byron and the ballads of England, Ireland and Scotland would arouse and excite the imagination, cultivate taste, and produce "those higher and nobler qualities which give real life to a nation". He stressed the value of the library not only for children but also for the teachers. "All enlightened teachers," he said, "can tell how these pupils who have no taste for reading are, as a rule, torpid, unintelligent, and most difficult to teach." He also thought that for the benefit of teachers the Board should have a reference library containing the best works on the subject of education, reports from various parts of the world, and specimens of school apparatus and furniture. Always he was confronted with that first requisite — the offer of "such salaries and other inducements as will cause persons of education and ability not only to undertake, but to remain contentedly in the office of teacher". And there was no hope for teachers, he said, so long as a great part of the funds was assumed to come from school fees, voluntary subscriptions, or local taxation. It was a precarious system.

---

[1] *Report by the Inspector of Schools*, 20 November, 1871.

The principle of the unpopular Act of 1868 was voluntary taxation and it had failed. The 1869 Act was doomed to failure because Aucklanders refused to tax themselves voluntarily. It was condemned in most localities. In one of his letters to the Superintendent, William Taylor, Headmaster of St Matthew's School, described the Act as cumbrous, wordy, and not easily understood. It assumed too much, he said, and it gave too little. "The non-acceptance of this Act by the people; its want of adaptation to the outlying districts, where hard toil and small earnings are daily occurrences; its interference with settlers in the management of their schools; its injustice in imposing fines; its meanness to teachers; and its thorough unworkableness except under Clause 40 — these are its principal self-condemnatory features."[1] In spite of its defects the 1869 Act had a few noteworthy features. One was the provision for the employment and payment of pupil teachers. The Board could authorize the head teacher of "any well attended and efficiently conducted Main School" to engage Apprentice Pupil Teachers; the Board could, further, grant a "moderate sum" of money "in aid of the maintenance and education" of these pupil teachers. In November, 1871, O'Sullivan reported that during the year a small sum had been granted towards the support of one pupil teacher. He considered "that the system of contributing to the maintenance of pupil teachers in efficiently conducted schools, taught by certificated and experienced teachers, might be extended with advantage". Another innovation of the 1869 Act was encouragement given to the formation of Public Libraries in the various Educational Districts.[2] Out of funds specially appropriated for the purpose by the Superintendent and Provincial Council, the Board could expend in the purchase of books to be placed in any Public Library a sum of money equal to that raised locally by public subscription. Later in 1869 the General Assembly passed an act to promote the establishment of Public Libraries.[3] This Act was supplemented in 1875 by an act to confer powers on Public Libraries and Mechanics' Institutes.[4] Annexed to the "Common Schools Act, 1869" was a schedule of lands and tenements specially set apart for Common School Education. The rents received therefrom could be used in aid of the annual appropriation by the Provincial Council or they could be invested from time to time in New Zealand Stock. But these endowments had little or no immediate value. "Let us endeavour," advised William Taylor, "to have these lands, be their value little or much, utilized at once, so that passers-by may not point to this or that allotment as a 'value endowment', which does not produce one penny towards the object it was intended to promote." It was lawful for a School Committee in a thinly populated district to employ a qualified teacher although the district did not possess a school building on condition that he taught from house to house. These subjects — pupil teachers, public libraries, endowments, itinerant teachers and the small school — were to vex the patience of succeeding Boards. Even more persistent was the manner of examining and training teachers. The School Committee of every Educational District was entitled to select its own teachers. The Board now would accept a certificate of qualification from the Committee of Privy Council on Education. Every teacher whose qualifications satisfied the Board received a certificate of the first or second degree according to the order of merit. The Examination Committee of the Board conducted examinations for certificates of competency at Auckland, Waiuku and Ngaruawahia. A mighty magic proceeded from the possession of a certificate.

[1] W. Taylor, *The Education of the People: Ten Letters Addressed to His Honour T. B. Gillies, Esq.* (Auckland, 1870).

[2] Clause 42. The word "Books" included works of art and scientific apparatus; the word "Library" included reading-rooms, schools of art, and museums.

[3] "The Public Libraries Act, 1869".

[4] "The Public Libraries Powers Act, 1875".

When O'Sullivan visited Matakohe in 1871 the angry spot glowed on his brow, and his report contained such damaging statements that the discontented householders agreed that there would be "no advancement in our school until the Board of Education send a man to teach who has got a certificate in his pocket". O'Sullivan thought this system of granting certificates should be abandoned because it failed to guarantee that the persons who secured them could teach. He preferred a probationary period of teaching before a certificate was issued. Any Education Act, he said, in which the matter of teacher training was overlooked would be defective in a very essential point.

On 4 November, 1870 a new Education Bill was read a first time in the Provincial Council.[1] But earlier in the same year, on 17 February, it had affirmed, on the motion of Thomas Ball, "That this Council, while desiring to make such provision for Education in this Province as its resources and circumstances permit, is yet of opinion that the fair distribution and efficient administration of educational facilities can be attained only under a colonial system". Ball had already spoken on this subject in the House of Representatives. On 4 August, 1868, he had asked the Government whether it was their intention during that session to invite the consideration of the Assembly "to any general measure for securing to the rising population the advantages of elementary education". He had spoken again, on 18 August, 1869, in consideration of the educational organization in the Colony. He had contrasted the satisfactory state of education in Otago and Canterbury with the "somewhat impoverished" condition of Auckland. But Auckland's treasury was not only impoverished; it was in a state of decrepitude. Ball had been an advocate of provincial institutions but he had come to the conclusion that the sooner they were superseded by colonial institutions, the better it would be for New Zealand, and he outlined for the House the provincial systems of education to prove that they differed as widely as systems organized at different times by different people without any common model would be expected to differ. About six months after his parliamentary outline of provincial education a deputation of Auckland teachers was appointed to wait on the Premier, William Fox,[2] in order to ascertain his views on the question of colonial and provincial education. Unfortunately he left Auckland for the South without meeting the deputation. However, in a letter to William Taylor, he expressed his opinion on the matter. "So long as Provincial Institutions exist," he said, "Education seems to me to be precisely one of the subjects which ought to be administered by them; and that peopled as the colony has been, and divided as it is, it would probably be altogether impossible to devise any scheme which would be universally acceptable, or which could be administered better by the General Government than the Educational Institutions are now by the provincial authorities in some of the provinces."[3] From those words Taylor inferred, first, that provincial institutions were not long destined to survive, second, that some of the Provinces had well attended to the matter of education and that other Provinces had neglected it, and third, that the probable impossibility of devising any scheme that would be universally acceptable had yet to be tried.[1] By the end of the year the question of state legislation on education in New Zealand had gone beyond a discussion of first principles. Members of the General Assembly were interested in the probable success of W. E. Forster's liberal Education Bill which had been introduced into the Commons early in 1870 to bring elementary education within the reach of every English home, indeed, within the reach of children who had no homes. The chief interest of Forster's Bill to members of the House of Representatives was the example of a national system of education coming into existence through parliamentary action. In August they agreed to a motion of J. C. Richmond (Grey and Bell) that it was their duty to secure that provision be made for the education of the people in all parts of the country and that for this purpose the Government should prepare a Bill to be introduced in the next parliamentary session. In Richmond's plan the Provinces would have been retained as agents of a central educational authority. That, of course, was too much for certain provincialists; after all, according to Macandrew (Clutha) Otago had "a system of national education"! Fox repeated what he had written to Taylor; he referred to the Native Lands Act of 1862 which had the effect of reducing Auckland to a state bordering on bankruptcy. He warned members of two courses. "They must," he said, "provide the means of educating the Northern Island out of the common fund of the Colony, or they will have to act towards the Provinces in this way: by the power of the House they will have to take a large portion of the revenues of the Northern Provinces and apply it, without their consent, to educational purposes."

---

[1] The 25th Session had ended on 18 February, 1870, and the 26th had opened on 25 October.

[2] The Fox ministry was in office from 28 June, 1869 to 10 September, 1872.

[3] William Fox to William Taylor, 23 March, 1870.

The Bill introduced into the Auckland Provincial Council on 4 November, 1870, was an untidy piece of legal drafting, differing little from the existing statute, and offering little redress for an unsatisfactory system of education. It was read a second time on the 18th and thereupon committed to a Committee of the whole Council. For a few minutes the councillors pondered over the advisability of teachers electing some members of the Board of Education. They then discharged the Bill and on the same day, 25 January, 1871, gave a first reading to another Education Bill transmitted by Gillies. It was duly thrown out two days later and the Session ended on the 31st. On 5 May, Gillies delivered a lecture entitled "Our Province" at the City Hall under the auspices of the Y.M.C.A. "Auckland," he said, "had been colonized by a mixed population from all classes and colonies and by old soldiers, a population only fit to be governed, not to govern itself." At that time the province of Auckland contained about one-third of the European population of the colony or between 10,000 and 11,000 persons, whilst the native population in the province was estimated at 40,000 or three-quarters of the native population of the colony. About one-twentieth part of the lands of the province had been acquired by the settlers

---

[1] *The Education of the People.*

"and that twentieth not the best". The inhabitants, said Gillies, were not really colonists; they were just a trading population who looked rather to means of rapid acquisition and accumulation of wealth than to laying a permanent foundation. Early Aucklanders lacked inspiration. Politics had worked for evil in Auckland's material progress. When real progress was being made it was arrested by the Waikato war. Yet because of the war commissariat contracts lined the pockets of some, while 10,000 British troops expended money, houses were scarce and land prices rose exorbitantly. The withdrawal of the troops and the removal of the government to Wellington were succeeded by commercial failures and property fell in value. Hopes soared in 1867 with gold discoveries at Thames; but there was a speculation mania, supposed wealth melted away, bills had to be met and mortgages were like nooses round the necks of unfortunate settlers, many of whom became bankrupts. Gillies looked into the future. He saw that Auckland's mainstay must be agriculture, especially in the sparsely populated Waikato; Piako county was waiting for population; there were rich lands around Tauranga "meanwhile doomed by Native Office management to be a desert waste"; there was gold in Coromandel and Thames, coal at Drury, limestone at Whangarei and Raglan, timber, flax, kauri gum and pottery clays were plentiful — and Poverty Bay was the "gem of our province"; the scenery was beautiful and the climate unsurpassed, except in the city of Auckland, where it was moist and enervating. Gillies declared that a straightforward, manly, honest course towards the native race was wanted. He pointed out that no serious disturbance had ever occurred between the native and European races apart from what arose through Government interference; settlers just could not afford it. Three things were essential, he said. First, he advocated the sweeping away of all special legislation in reference to the natives, treating them absolutely as fellow citizens; second, he despaired of his first suggestion coming about until the Native Department was swept away; and third, he implored his listeners to treat the natives as fellow-men and not as subjects. Finally Gillies recommended a simplification of the country's governmental machinery. We would be better governed, he said, with less government.

The 27th Session of the Auckland Provincial Council did not assemble until 22 November, 1871. On 12 December, Gillies sent it another Education Bill. During the long recess the councillors saw the House of Representatives destroy an Education Bill through the Premier allowing protracted, fruitless discussion to be held on subjects of no importance. Fox's Bill proposed to place the highest authority in the hands of a responsible Minister, but there would still be Boards and Committees and the Colony would be divided into provincial educational districts. W. Fitzherbert (Hutt) made the alarming suggestion that there should be women on the Boards. After an unusually protracted debate this complicated and elaborate Bill entered the committee stage on 29 September. On 11 October, after about thirty members had proposed alterations and progress was hopelessly slow, Fox announced the Government's intention to withdraw the measure, whereupon Gillies, representing Auckland City West, spoke for the first time. He agreed with the Government's action. His own Education Bill in Auckland was read a second time and entered the committee stage on 19 December. It was discharged on the 21st, the Session ended on the 22nd, and Auckland's legislators dispersed for Christmas — and another lengthy recess of eleven months.

While the Provincial Council and the General Assembly were toying half-heartedly with the problem of education the Central Board continued to administer the "Common Schools Act, 1869". It spent some time on an application from Kawau for a grant of books and maps for the island's ten children; it received a letter from the Rev. William Taylor offering Auckland College, formerly Wesley College, as a training institute for teachers, and one from Alexander Grant in regard to a technical school in the neighbourhood of Auckland; it granted 5/- a week to pay for the ferry-boat to take scholars across the river to the Mahurangi Heads School; it sustained the appointment of Mrs Colclough to Tuakau and so deprived Auckland of "the instrument by which young girls leading depraved and impure lives had been made to see the error of their ways";[1] and into its records went various requests from Maungakaramea, Gisborne, Kerikeri, Ruapuku, Kaitaia, Queen's Redoubt, Whangarei, Pukekohe and Papakura. The members who sought to extend the educational facilities of the Province experienced, like their predecessors, "that external want of pence, which vexes public men". The first Central Board of Education under the "Common Schools Act, 1869"[2] comprised John Williamson, Superintendent, as Chairman, Creighton, Provincial Secretary, Wynn, Provincial Solicitor, Dignan, Member of the Executive Council, O'Rorke, Speaker of the Provincial Council, Nicholson, Swanson and Daniel Austin Tole. To these names there were added, from time to time, those of Gillies, who succeeded Williamson as Chairman, Sheehan, Hugh Hart Lusk, W. J. Hurst, J. McCosh Clark, P. A. Philips, Brookfield, May, Boylan, and Charles Featherstone Mitchell. Apart from settling matters of particular interest to Whangaroa, Pokeno Hill, Tararu, Ormond and Remuera, the Board applied itself to the larger questions of scholarships and reserves. The establishing of Provincial Scholarships concerned not only the Central Board but also the governing body of the Auckland Grammar School.

The Auckland Grammar School, as an institution endowed for the furtherance of education, owed its existence to Crown Grants made by Queen Victoria and issued by the Governor, Sir George Grey. These four grants severally conveyed certain lands situated in the city and suburbs of Auckland, and elsewhere in the County of Eden. The first grant was made on 24 October, 1850, the second on 28 October, the third on 14 April, 1851, and the fourth on 9 December, 1853. In letters patent conveying the first grant the purposes of the trust were set forth, —

[1] *The Daily Southern Cross*, 14 September, 1872.

[2] Clause 3: — The Superintendent and Executive Council of the Province for the time being together with the Speaker of the Provincial Council and three persons to be elected by the Provincial Council annually by ballot shall constitute a Board for carrying into effect the provisions of this Act.

> "An endowment for or towards the maintenance and support of a College and Grammar School or Schools . . . to be always conducted on the following principles. 1st. In addition to the usual course of education in the English language and Mathematics and in such other branches of learning as the Trustees for the time being may direct. All students attending such College or Schools shall, if they desire it, receive instruction in the Greek and Latin languages. 2nd. Any Grammar Schools to be maintained or supported from this endowment shall upon all school days not being half-holidays be kept open for the purposes of instruction for such two hours in the evening between the hours of half-past six o'clock p.m. and ten o'clock p.m. as the Trustees for the time being may direct. 3rd. Persons of all classes or races who may inhabit this colony are to be in all respects equally admitted to such College or Schools. 4th. Such proportion of the students or scholars in the College or Schools maintained or supported under this endowment shall be free scholars as the Trustees for the time being may deem compatible with the state of the funds of the Trust."

The endowments were vested in the Superintendent of the Province of Auckland and his successors by "The Auckland Hospital and Grammar School Reserves Act, 1856", passed by the General Assembly, and in 1858 the Provincial Council passed the Auckland Reserves Act to which there was annexed a schedule of allotments "vested in the Superintendent, upon Trust, as an endowment for or towards the maintenance of a College or Grammar School or Schools". On 27 February, 1862, a numerous committee of the Provincial Council was appointed to enquire into the best means, in accordance with the Trust, of applying the revenue accruing from the Grammar School Trust. The chairman was R. O. Stewart and the other members were Brookfield, Carleton, I. W. Harrop, E. King, D. Lynch, A. Martin, D. McKenzie, J. George,[1] W. Rattray and J. O'Neill, and also Buckland, Busby, Cheeseman and W. Rowe who did not attend a single meeting. Many prominent men gave evidence or answered questions submitted to them.[2] There was in 1862 a sum of about £2000 for disposal and the Grammar School Endowments were bringing in an income of £600 a year; the question was whether the money should be used or allowed to accumulate for some time longer. Bruce and Macky advised the committee to allow the fund to accumulate; Lloyd said that it was inexpedient to apply funds to the foundation of a General School because such a school involved "training" and training, to be efficient, had to be moral and religious, as well as intellectual. Taylor and Macky did not see any immediate need for a Grammar School since there were already the Wesleyan College, St John's College, the Church of England Grammar School, and St Peter's Roman Catholic School. There was a large measure of agreement that "The Public Reserves Act, 1854" should be repealed.[3] "I do not pretend," said Carleton, "to understand an Act so loosely drafted, or to say whether the Grammar Endowments do or do not come within the provisions of the Act. If the question were mooted the Public Reserves Act might be found null, on the ground of repugnancy. Its operation has certainly been most detrimental to trusts." There was more enthusiasm for the formation of the nucleus of a university than for the immediate creation of a Grammar School. Bruce recommended that the University and Museum should be built in the vicinity of the Hospital and that arrangements should be made for connecting Grafton Road and the Great North Road by means of a suspension bridge. At 31 December, 1863 the sum deposited with the Union Bank of Australia in the name of the College and Grammar School Trust was £2774; interest amounted to £81; and £332 was in the hands of the Provincial Government; besides this total of £3187 there were rents due but not received to the value of £200.

---

[1] J. George was added to the committee after its third meeting.

[2] Among the witnesses were Rev. J. F. Lloyd, Boylan, Rev. T. Hamer, Daldy, Rev. D. Bruce, H. Gilfillan, Rev. T. Buddle, Henry Taylor, J. Brabazon, Gisborne, W. D. Lysnar, O'Sullivan, Rev. F. Gould, Rev. J. Macky, Swainson and Rev. A. G. Purchas. The Committee reported on 10 April, 1862.

[3] A change was recommended particularly in Section 8: — The specific purposes for which any such Lands within any Province shall be held may be changed, and the same Lands may be appropriated to other and different purposes of public utility for the public service of such Province.

On 22 December, 1866, during the last session with Whitaker as Superintendent,[1] the Council expressed its opinion that the objects of the trust ought to be carried out, and that a school building should be erected in Stanley Street. Whitaker's Message to the Council was read on 23 January, 1867; he was not prepared to propose any definite plan without further investigation. On the same day Wynn asked the Waste Lands Commissioner for information on the receipts and expenditure of the Grammar School Trust, where the funds were deposited, upon what security and at what interest. Williamson replied that the Provincial Treasurer acted as the agent for the receipt of "the College and Grammar School Rents"; for the year ending 30 September, 1866, they had amounted to £783 and this sum with a balance in hand at the end of the previous year, of £819 and interest, £119, making together £1721, had been paid by the Provincial Accountant to the credit of the College and Grammar School Trust Account at the Bank. There was no expenditure. A sum of £2000 had been lent on mortgage at 10 per cent. interest, and arrangements had been made for lending a further sum of £2,800 on the same terms; in the meantime, the whole amount accumulated, less the £2000 already lent on mortgage, was deposited with the Bank of New Zealand, and on this sum interest at the rate of 5 per cent. was received by the Trust. On 25 January the Council asked Whitaker to inform them of the difficulties which he thought could imperil the valuable Trust. In his reply, read to the Council on 5 February, Whitaker referred to the questions of administration, secular and religious instruction, the type of scholars, the provision for boarders, and the search for an adequate building. The Session ended three days later, Whitaker resigned, Williamson succeeded him as Superintendent, and the Grammar School question was raised next in February, 1868.[2] In his message to the Council on 13 February, Williamson called attention to the state of the Grammar School Trust Fund. "There is now invested on real security," he said, "the sum of £5000 at 10 per cent. interest, in addition to which the rents may be estimated at about £600 per annum." He was of the opinion that the time had arrived when steps should be taken to give practical effect to the objects of the Trust and he suggested that the expenditure of money and the management of the school should be entrusted to a Board of Commissioners consisting of the Superintendent, the Executive Council, the Speaker of the Provincial Council, and three members nominated by the Judge of the Supreme Court at Auckland. "The Grammar School Appropriation Bill, 1868" — to appropriate £1304 for the establishment of a Grammar School — was read a first time on 18 February; on the 21st, in a Council consisting of the Speaker and only fifteen members, the Bill went through its second reading, committee stage, and third reading, and received Williamson's assent on the 24th. There was considerable delay in the announcement of the nominations made by George A. Arney, Chief Justice of New Zealand. This was due, said O'Rorke, to the "one-man power" of the Superintendent that was sufficient either openly or covertly to thwart the efforts of the thirty-five Councillors.[1] On 20 June Williamson asked Arney if he would consent to exercise the powers conferred upon the Judge of the Supreme Court by the third clause of the Appropriation Act. Arney was in Auckland and two days later he answered with a distinct lack of enthusiasm, "I shall not decline to exercise the powers." Not until 2 November was he in a position to report to the Superintendent that he had "at length succeeded in obtaining from three gentlemen their consent to act as members of the Board of Commissioners". At last, on 7 December, Williamson announced to the Council that the Chief Justice had named the Hon. Lieutenant-Colonel Stephen Ponsonby Peacocke, M.L.C., Francis Dart Fenton, Judge of the Native Lands Court, and Archibald Clark, M.H.R. for the City of Auckland East; the other members of the first Board of Commissioners of the Auckland Grammar School were Williamson, the Superintendent, O'Rorke, the Speaker, Creighton, Provincial Secretary, Wynn, Provincial Law Officer and Dignan, third member of the Executive Council. On 22 December a Bill was introduced into the Provincial Council and passed on 2 February by which certain lands were reserved for the purposes of the Grammar School Endowment.[2] It changed the specific purpose of the Immigration Barracks. By "The Public Reserves Act, 1854" of the General Assembly the Governor had the power to grant to Superintendents "Her Majesty's interests in demesne lands"; the Superintendents had held lands upon trust for the public service of their Provinces. Under this Act the Howe Street area of 3 acres had been granted by Sir George Grey on 14 April, 1862, to the Superintendent in trust for a public square. The provincial "Industrial School Act, 1862," had authorized the Superintendent to hold the Howe Street land in trust as a site for the erection, by public subscription, of an Industrial School, that is, a building to be used as a home and school for the maintenance and education of orphans and destitute children in the Province of Auckland. By "The Industrial School Act, 1862, Repealing Act, 1865," the building or buildings on the Howe Street piece of land had to be used as an Immigration Barrack "or for such other purpose as the public service may require". "The Grammar School Endowment Act, 1869" now appropriated for the new Grammar School, "All that parcel of land in the Province of Auckland in the Colony of New Zealand situate in the

---

[1] The 19th Session of the Council ended on 21 March, 1866, and the 20th lasted from 12 November, 1866 to 8 February, 1867.

[2] This was during the 22nd Session, 28 November, 1867 to 5 March, 1868; the 21st Session had lasted only a few days — 17 to 26 June, 1867.

---

[1] G. M. O'Rorke, *The School List of Auckland College and Grammar School* (Auckland, 1897).
[2] "The Grammar School Endowment Act, 1869".

Parish of Waitemata and County of Eden containing by admeasurement three acres more or less and being Section No. 55 of the City of Auckland Bounded on the North by Smith Street six hundred links on the East by Howe Street five hundred links on the South by Hopetoun street six hundred links and on the West by Park Street five hundred links."[1] This Session also passed an Act to appropriate the income arising from the lands held by the Superintendent in trust for the establishment of a Grammar School.[2]

In April the Commissioners appointed Dr Kidd of the Collegiate School as Headmaster out of twenty-five candidates. Kidd and Flower transferred their children from Upper Queen Street to Howe Street and on 30 June the roll numbered 78. The opening of the Grammar School coincided with the visit to Auckland of the Duke of Edinburgh. The firm of G. W. Friend in Bazaar Buildings, Queen Street, prepared mothers and fathers, "pretty-dimpled boys", cousins and aunts, to meet the Duke by offering for sale their twenty-shilling coats, lambskin coats, new-cut Padget coats, Inverness cloth caps, twenty-five shilling suits, Bedford cord trousers, knickerbocker suits, Crimean shirts, and royal ermine boas and muffs. The Provincial Government building was "a perfect blaze of light", rivalled only by the Collegiate School building with its four tiers of windows lighted with candles. The "citizens" made preparations for their Ball. Sportsmen arranged some excitement in the way of pigeon-shooting at One Tree Hill, and native chiefs brushed up their eloquence for a special reception. At last the royal duke arrived in the H.M.S.S. *Galatea* of 3227 tons, the finest ship of war that had entered Auckland harbour. The Queen Street wharf was crowded with spectators and "when the anchor was let go, there could not have been less than a thousand persons congregated on the different points of observation".[3] The suave Sir George Bowen[4] arrived on the *Challenger* and on 17 May he accompanied the Duke to Howe Street. Perhaps it was because Williamson surprised him by asking for an address or perhaps it was because he had not made himself familiar with Auckland's educational history that Bowen claimed to see before him "men of various religious persuasions, political parties, and social classes, met together on the neutral ground of learning and education". The Duke's speech was short, colourless, and of no particular value; but he opened the school and gave the boys a holiday.

The first teaching staff consisted of Kidd and Flower supported by George H. Belfrage, Mr Beale (music), J. C. Hoyte (drawing) and Sergeant-Major Haslam (drill) and the subjects of instruction were English, writing, arithmetic, book-keeping, geography, history, algebra, geometry, astronomy, logic, French, Latin, Greek, vocal music, drawing and drill. The simple union of two kinds of schools is obvious and there was nothing in the educational outlook of the Commissioners to indicate whether they were for or against certain developments in secondary education in Europe. In France, for example, in 1865 the experiments of modern or new education, *la pédagogie moderne*, obtained the creation by the *"loi du 27 juin 1865"* of special secondary education; it was realized that industrial and modern France of the Second Empire required a modern, not a Graeco-Latin, education. The Commissioners were untroubled either by a political outlook on education or by an academic struggle between liberals and conservatives, modernists and classicists. Indeed there was little indication that the Commissioners were interested at all in education. So little interest did they take in their duty that the suggestion was made by others that the Grammar School should be amalgamated with the High School conducted by Macrae. On 28 November, 1870, Gillies, as Chairman of the Board of Commissioners, advised the Colonial Treasurer that the Board felt obliged to move the Grammar School, "the Headmaster having reported that the existing site disadvantageously affected the attendance at the school". It seemed to the Commissioners that property within the City boundaries could not be devoted to a nobler purpose than the site for a first class Grammar School that might be elevated, if sufficiently endowed, to a Provincial College. In May, 1871, the school was transferred to the Albert Barracks in Princes Street with Macrae as the new headmaster and Kidd as classics master; T. E. Wyatt and Flower were in charge of English and commercial subjects respectively, and John Anderson was a junior assistant master; part-time teachers were Hoyte (drawing), J. Browne (music), Mitchell (drill) and T. Kirk (botany). A few years before this Macrae had been an unsuccessful applicant for the £400-a-year position of headmaster at Nelson College. His rejection was fortunate for he was appointed by the Board of Commissioners established under the provincial "Grammar School Appropriation Act, 1869", at a salary of £700 a year. The chairman of the Commissioners was Gillies; he was also Superintendent of the Province; and his sister was married to Macrae. A. Graham, formerly English and Classical Master at the Auckland College and a product of Edinburgh University, succeeded Macrae as headmaster of the High School in Symonds Street. When the transfer of the Grammar School from Howe Street to the Albert Barracks was being publicly discussed the *New Zealand Herald* gave some editorial wisdom. The school should occupy a commanding and healthy position. "There need not be that large extent of ground taken up with the Grammar School which some people seem to think necessary. A good-sized playground will certainly be required, but not one of such a size, for instance, as to permit of cricket being played." [1] Before long, O'Rorke described the new school as "a barn-like building, an antiquated barrack with rooms of low ceiling, a building more like a dungeon than a school, with not half the architectural beauty of an ordinary poorhouse at Home, a house ill-ventilated, and without anything in its appearance to impress or elevate the youthful mind". [2]

---

[1] Park and Smith streets were stopped in 1939; in the same year a small portion of the land was taken for Hopetoun Street.

[2] "The Grammar School Appropriation Act, 1869" received Williamson's assent on 21 January, 1869.

[3] *New Zealand Herald*, 10 May, 1869.

[4] Sir George Ferguson Bowen, succeeding Grey, was Governor from 5 February, 1868 to 19 March, 1873.

The continued failure of the Colonial Parliament to deal with the question of Education, and the conviction that, with the diminished resources of the Provincial Government the increasing need of education could not possibly be supplied, Gillies was induced to present to the Provincial Council a comprehensive measure on the subject. The 28th Session opened on 19 November, 1872 and an Education Bill was read a first time. On the same day a destructive fire spread to the whole of the governmental buildings and the Custom House, Post Office, Telegraph Office and Provincial Government Offices — from Fort Street to Shortland Street — were set on fire, causing damage estimated at £46,000. The Education Bill was read a second time on the 26th and thereupon entered the committee stage; on 10 December it was passed, and on the 13th Gillies gave his assent to an act to make provision for education in the Province of Auckland.[1] Four days later the month's session ended and members prepared to enjoy the festive season — and a year's recess. This Act repealed "The Common Schools Act, 1869", "The Common Schools Act, 1869, Amendment Act, 1871", "An Act to Appropriate the Grammar School Trust Funds, 1868" and the "Act to Appropriate the Grammar School Trust Funds, 1869". The new "Board of Education" was composed of the Superintendent and the members of his Executive Council, together with the Speaker of the Provincial Council, four persons elected annually by the Provincial Council, and three persons nominated and appointed from time to time by the Chief Justice or other resident Judge of the Supreme Court at Auckland. The Superintendent was elected for a period of four years; the tenure of office of members of the Provincial Executive was terminable at any time; the Speaker was elected for four years or until a dissolution of the Council; the Provincial Councillors were elected annually. The three men appointed by the Judge were appointed for life or so long as they might be pleased to retain their membership of the Board, while all the other members of the Board were appointed for limited periods varying from one year to four years. The four members elected by the Provincial Council were Philip Aaron Philips, Boylan, Thomas Russell[2] and Andrew Beveridge; the Chief Justice nominated Haultain, Archibald Clark and J. C. Firth; O'Rorke was still the Speaker; Lusk, Sheehan, Hurst and the Superintendent, Gillies, completed the Board. The first meeting of the Board of Education under the "Education Act, 1872" was held on 23 December, 1872.

---

[1] 9 February, 1871.

[2] G. M. O'Rorke, in the House of Representatives, 4 December, 1877. He asked Grey to secure a suitable site for the Grammar School in the Domain or on other Crown Land.

---

[1] "The Education Act, 1872".

[2] Russell resigned his appointment without taking his seat on the Board; John Logan Campbell was elected to fill the vacancy.

CHAPTER 5

EMINENT AUTHORITIES

Under the 1872 Education Act the Board exercised general control and supervision over all the public schools already established under the Common Schools Act of 1869. The Act did not apply to "the aboriginal native of New Zealand". At a meeting on 24 December, 1872, the Board resolved that all schools established in connection with the late Board would be maintained on their present footing. On 31 January, 1873, the City and Suburbs Committee under the chairmanship of John Sheehan recommended to the Board of Education the establishment of three city districts — Auckland West No. 1, Auckland West No. 2 and Auckland East — and the suburban educational districts of Newton, Parnell and Dedwood (Ponsonby).[1] On 11 March the Board resolved to separate Grafton Road[2] from the Newton District and to form it into a separate district. There were two Newton schools — Newton No. 1 at St David's, Symonds Street, under John Edwards, and Newton No. 2 or Newton Academy, under Watkin Jones Edwards. The meeting of Newton householders took place in St David's Schoolroom on 12 February and on the 15th the Grafton householders met in the same building. Mount Hobson Educational District was formed on 13 February. In September there were 93 Common Schools in the Province, including 3 in the City, 6 in the suburbs and one in each of the villages of Panmure, Otahuhu, Onehunga, and Howick. The first meeting of the householders of Auckland West No. 1 was held in the Carlton Academy, Hobson Street, on 6 February, 1873, under the chairmanship of John Sheehan; the committee elected then consisted of J. W. Carr, Patrick Dignan, Thomas Shove, George M. Main and J. Billington. This district was bounded by the Waitemata Harbour, Hobson Street, Wellington Street and Union Street.[3] The school in Union Street was under the headmastership of Joseph Brabazon. In the Auckland West No. 2 District there were 448 inhabited houses with about 220 girls and 280 boys between the ages of 5 and 15 years. This district was bounded by the Waitemata, Union Street, Wellington Street, Pitt Street, Karangahape Road, Ponsonby Road and Franklin Road. The schools in the neighbourhood were denominational boys' school, St Peter's, Mrs Barnes' "select seminary for young ladies" at which fees were paid, and Edward Marmaduke Clark Harrison's Wellington Academy, a mixed school with about 30 girls and 70 boys; there were also some smaller schools, mostly serving as infant schools, kept by young women in the front rooms of their homes. The District School committee, among whom was J. H. Upton, recommended the Board to take over Harrison's school in Hepburn Street and appoint him as its headmaster; it also preferred a boys' school to a mixed one because "the mingling of the sexes in a small school was open to objection". [1] The first meeting of the householders was held in February in the Catholic Institute, Wellington Street. By May, the Auckland West No. 2 school contained 147 boys and 70 girls and to provide increased accommodation, Harrison, at his own expense, erected a gallery which afforded sitting room for 120 children; notwithstanding the large attendance there was no provision for hats and cloaks; and the only places where the children could wash their hands were in a mud-hole and a creek. Auckland East comprised all that portion of the City lying to the east of Hobson Street and Pitt Street. The first meeting of the householders of this large and most populous part of the city was held in the Mechanics' Institute on Monday, 10 February. The number of inhabited houses in the district was 1244 with 1656 children between the ages of five and fifteen. There were six boys' schools in operation, — the Rev. William Taylor's Auckland College in Upper Queen Street (201 boys), McIntosh's school at the rear of the High Street Chapel (90), Andrews' school at St Matthew's (76), the High School (71), the College and Grammar School (196) and J. Armstrong's Ragged School (40); the principal girls' schools numbered eleven, — Miss Shorland's (22), Miss Litchfield's (30) and Mrs Morissey's (35) in Grey Street, Miss Bryant's (13) in Wakefield Street, Miss Conway's (20) in Mount Street, Miss Anstie's (30) and Miss Graves' (15) in Symonds Street, Mrs Harden's (35) in Shortland Street, Miss Banks' (70) in Vincent Street, Mrs Shayle George's (40) in Alten Road, and Mrs Hedgcock's (40) in Chapel Street; there were a few other minor schools attended by about 150 children; and about 65 were cared for by the Roman Catholic Church. The City East committee estimated that 786 children living within the district did not attend any school. To provide the means of education for this large number the Committee determined, at a meeting on 20 February, to recommend the opening of four schools, one for boys and one for girls above nine years of age, and two for boys and girls (mixed) under nine. They believed that girls of school-age and boys under nine could be taught by females with more propriety, greater efficiency and at less cost than by males. Consequently they advertised for one male teacher for the boys of nine years and upwards, and three female teachers. Nine applications were received from men but only three from women. The committee's plans were modified by the accommodation available. The situation was relieved somewhat when St Paul's Vestry offered the building known as St Paul's School to the Committee under certain conditions — the premium on the insurance of the building to be paid by the Board of Education or by the Committee, the premises to be kept in a thorough state of repair, the building to be at the disposal of the clergymen and Vestry every

---

[1] At a Board meeting on 4 March, 1881, the name Dedwood School District was changed to Ponsonby School District.

[2] See *Auckland Provincial Government Gazette*, 15 July, 1872.

[3] *Auckland Provincial Government Gazette*, 5 February, 1873.

---

[1] W. Shanaghan, Chairman of Committee of Auckland West No. 2, to F. J. Moss, 12 February, 1873.

Sunday and on week-day evenings if required, and the premises to be left on the Saturday clean and tidy and fit for Sunday School.[1] After careful enquiry the Committee chose James Armstrong as its first teacher and St Paul's school opened under "The Education Act, 1872" on Monday, 17 March, 1873 at the corner of Eden Crescent and Short Street and opposite the Royal Hotel (later the Cargen Hotel and the Hotel Trans-Tasman). It was near enough to the sea for the boys at lunch-time to swim off Wynyard Pier. In May, when the attendance was 76, Mrs E. Wright was appointed as assistant teacher at a salary of £80 a year.

The opening of schools in the different suburbs was, of course, closely linked with the development of the City; this is clearly seen, for example, in Parnell, Mount Hobson, and Ponsonby. In the 'seventies Mechanics' Bay extended to the Strand, and around it there were built several factories, including the Union Sash and Door Factory, a large timber mill employing more than 1000 persons, Fraser and Tinne's Iron Foundry, Harker's Brick Kiln, and McQuarrie and McCallum's shipbuilding yard. Mechanics' Bay was the coastal shipping centre for Auckland and many of the sailors had their homes in Parnell. It was the most populous part of Auckland. This district to the east of the City[2] was bounded on the north and west by the Government Domain and Hobson Bay.[3] There were about 500 inhabited houses, with 130 boys and 80 girls who had attended schools. A meeting of householders was held in the Parnell Public Hall in the Manukau Road on 11 February, 1873, and William Henry Kissling, Thomas Waters, James Adams, Loughlin O'Brien and Caleb Wood were elected as the school committee of the Parnell District. Since December, 1872 there had not been a school for boys in the district. A school for about 50 girls had been conducted for several years by Miss Bessie A. Speight at St Mary's Church Hall. The school held in the Choral Hall, Symonds Street, also received some of the Parnell children. The only suitable building was at St Mary's where two rooms could hold 200 children; the Vestry was willing to let the building at £40 a year. A request for two separate schools was declined by the Board; £30 was voted for the rent, and £150 for the salary of a male teacher. The first headmaster recommended by the committee was Peter Leonard, formerly of St Peter's Roman Catholic School.[4] St Mary's Church Hall was taken over by the Committee and the school opened on 1 May with about 80 children; by the end of the year the roll number had passed 140. The Mount Hobson Educational District extended as far as Ellerslie in the east, Mt Eden in the west, and Parnell in the north, and included Remuera, Newmarket and Epsom. At the beginning of 1873 there were about 270 inhabited houses in that area with approximately 200 boys and 150 girls between the ages of 5 and 15 years. There was a private Church of England school for 30 or 40 children conducted at the corner of Remuera and Bassett Roads at what was known as the Remuera Chain

---

[1] J. N. Flower, Secretary to St Paul's Vestry, to Rev. William Taylor, Chairman, Auckland East Committee, 25 February, 1873.

[2] See the Schedule of "The City Board Act, 1863".

[3] For a detailed description see the *Auckland Provincial Government Gazette*, 21 April, 1871.

[4] Leonard remained as Headmaster until 30 June, 1894.

Bar — a padlocked chain toll bar in Bassett Road which was erected so that Tamaki farmers on their way to town should not go by way of Brighton Road and thus miss the toll at Newmarket; the toll was 3d. for each horse and 3d. for each vehicle, and the bartender was the parish schoolteacher. The Presbyterians had a school at Newmarket; there were two private boarding schools for girls; and the educational facilities of the district were completed by three private schools for young children held by ladies in their own homes. The first meeting of householders was held in the Presbyterian Schoolhouse at Newmarket on 13 February, 1873 and William Rattray, James Wrigley, Joseph Newman, John Angus and James P. King were elected as the school committee. They recommended to the Board that two public schools should be established in the District, one in the Presbyterian Church building at Newmarket and the other in the Church of England building at Remuera. When the Board agreed to establish only one school the Committee negotiated with the Diocesan Trustees and a Board school commenced at the Chain Bar on 12 May, 1873, with Cholmondeley Smith as headmaster. By October, 1874, the Committee decided that another school was necessary and recommended that boys be accommodated at Newmarket and their sisters at Remuera. The Board agreed to this segregation policy and at the beginning of 1875 Mrs Wright took over the Girls' School at Remuera and all boys over 8 years old went to Newmarket. Mrs Wright was succeeded soon afterwards by Mrs George Harden, who, with her unmarried sister, Miss Frances Haselden, had been conducting a school in Shortland Street; the city school was relinquished when Mrs Harden went to Remuera and Miss Haselden to Thames. The girls' school changed its site from Bassett Road to a place about half a mile distant, on the eastern side of what was then Wren's Road (later Ridings Road) and opposite David Hay's nursery. The most delightful periods at this school, nestling behind a holly hedge, were those afternoons when the girls sewed and the teacher meanwhile read to them Kingsley's *Westward Ho.* The events preceding the establishment of a public school in the Dedwood Educational District[1] revealed the unsound financial position of the Board, its enforced niggardliness, the opposition of inhabitants to the Act, official inefficiency, and the general Auckland attitude to the education of girls. This district was bounded by the Waitemata, Franklin Road, Ponsonby Road, Richmond Road and Cox's Bay. The householders met on 18 February, 1873 at William J. Addey's Spring Villa School House in Ponsonby Road and elected Abraham Boardman, the Rev. E. M. Bree, Andrew Stewart, Morton Jones and G. W. Owen as the School Committee. They met on the 28th and agreed to inform the Board that there was no building in the district suitably situated for a schoolroom and that there was no school reserve or Government ground on which they could erect school buildings and teachers' residences. It was a relatively populous area with about 260 inhabited houses and a number being built. There were some girls' schools in the area but since the schools of Addey and Mr Hammond had closed there was no school for boys. The Committee estimated that in its District there were about 126 boys and 120 girls between the ages of 5 and 12 years. The Board was financially unable to build a school; its most generous offer was £30 as rent for one year for a suitable building which could be procured for school purposes. At this time there was a movement to erect a Sunday School room attached to All Saints' Church on a site opposite Lloyd's rope works and a few yards off Ponsonby Road. O'Sullivan advised Lusk and Moss to grant a year's rent of £30 in advance; he also warned them to "walk warily" in the matter lest fierce opposition to the Act should be aroused because people were being taxed for education yet they could not have a school. The building was completed in July and the Board voted £20 towards the cost of fittings and furniture. Addey was appointed headmaster at a salary of £160 a year and the school opened in September — for boys only. Addey was succeeded by Benjamin Bailey in November, 1874 when the roll number was 74 boys.

---

[1] *Auckland Provincial Government Gazette*, 24 August, 1868.

At Panmure, James Simms and Miss Vialou were the first teachers under the Act, Otahuhu came under the control of H. Higgins, W. Gregory was appointed to Howick, and at Onehunga the headmastership soon was assumed by the evergreen Alexander Grant. Onehunga had a large ratepaying population with about 600 inhabited houses and nearly 500 children who could have attended school. The householders met on 4 July, 1873 and elected the Rev. A. G. Purchas, M. H. Roe, F. M. P. Brookfield, J. W. Wayland and J. W. Waller as the School Committee. The only available building was the Church of England hall for which the rent required was £20 a year. The first headmaster, appointed in September, was Francis W. Stevens; the roll of the school was then 152, of whom 29 were girls. But during 1874 Grant became headmaster and Mrs Jane Walker Grant took over the teaching of the girls whose number immediately increased to 100.[1] The largest schools in the Province were Thames (C. A. Robertson) with an average attendance of 339 and Kauaeranga Girls' (Mrs Colclough) with an average of 198 girls. Greenhill was still conducting the school at Mahurangi Heads in a fairly efficient manner, R. M. Houston was at Otara, J. A. Brown was having difficulty with the irregular attendance of children of German parents at Puhoi; and Henry Worthington, with a first class certificate, was at Devonport — but making every effort to reach the City. Worthington, born on 29 January, 1836, became a pupil teacher at Farnham, in Surrey, in April, 1849. In January, 1854, he proceeded to Winchester Training College where he resided during 1854 and 1855, displaying considerable power in maintaining discipline and sustaining attention, conscientiously discharging his duties as monitor of the Training School, and receiving the Schoolmaster's Certificates (Second Class) from the Committee of Council on Education. In January, 1856, he was appointed headmaster of West Cowes School on the Isle of Wight and in May, 1865, he transferred as headmaster to St Mary's School at Plaistow, near Bromley, in Kent. He arrived in Auckland in

---

[1] Grant was headmaster until September, 1884 when he was succeeded by J. Gurr (October, 1884 - November, 1886) and R. D. Stewart (December, 1886 - 1896).

March, 1866, and in the following month received a First Class certificate from the Auckland Board of Education and succeeded Ritchie at Waiuku. In January, 1869 he became master at Papakura and in October, 1871 he became headmaster at Devonport.[1] He was also Secretary of the Auckland School Teachers' Association presided over by Dr Kidd; this organization had the virtue of uniting into one body both primary and secondary schoolteachers. Worthington's endeavours were successful when, in November, 1873, he was appointed headmaster of old St Paul's (City East) and his autocratic reign in the City began. By 1875 there were 333 children on the roll with an average attendance of 146; Worthington's assistants then were Miss Wann, Miss Hooper, Miss Dunning, Miss Worthington and Miss Penny. The City East school continued to occupy the St Paul's Schoolroom until Christmas, 1877.[2] Acting on behalf of the Board, John Logan Campbell and Lusk, on 12 February, 1877, purchased three allotments in Wellesley Street East from the Improvement Commissioners for a school site; four days later the Board approved the purchase of the leasehold (99 years) at a rental of £118 per annum. On 1 March the architect, P. Herapath, was instructed to prepare plans and specifications for new school buildings but before they were completed the Committee of the City East District was consulted. On 18 May, the Improvement Commissioners gave their consent "to the Board of Education erecting a building in Wellesley Street of less than two stories in height", and E. I. Matthews' tender of £2710 was accepted. By July the building was in the course of erection. In August the Board decided to postpone the appointment of junior teachers until the school was opened. Clarkson, secretary of the City East School Committee, gave St Paul's Vestry notice that the Committee would not require its schoolroom after the end of the year. Arrangements were made with the Town Council in November for water pipes to extend to the new buildings. On 18 January, Miss Burnett and Miss Steadman were appointed junior assistant teachers. And on 28 January, 1878, Worthington enrolled about 480 children at Wellesley Street and sent over 100 away.

The branches of instruction in all schools except infant schools were reading, writing, spelling, arithmetic, geography, history, English grammar, and English composition; no religious instruction was given within the regular school hours but it could be given in school buildings outside school hours to children who attended voluntarily. The Board examined candidates for the office of teacher and awarded licenses to teach or certificates of the first or second degree of merit; the minimum salary of teachers holding first-class certificates was £100 a year, those with second-class certificates £80, and the Board made individual arrangements with persons licensed to teach. Immediately after the passing of the Bill the Board proposed that from and after 30 June, 1873, all teachers holding certificates from the Board and engaged as head teachers in country schools in the Province, should be paid according to a scale:—

---

[1] For the extent of the North Shore District see the *Auckland Provincial Government Gazette*, 14 July, 1866. The first meeting of Devonport householders under the 1872 Act took place on Friday, 7 February, 1873, in the District Schoolhouse, North Shore.

[2] *Report of St Paul's Vestry for the Year Ending 31 December, 1877.*

In schools where the average attendance was below 20	£80
Where the average attendance was not less than 20 but was under 30	£100
Where the average attendance was not less than 30 but was under 50	£120
Where the average attendance was not less than 50 but was under 75	£140
Where the average attendance was not less than 75 but was under 100	£160

And so on, the salaries increasing £15 a year for every increase of 25 in the attendance of scholars, up to 200; and £10 for every increase of 25 beyond 200, up to 300 scholars. The classification of schools and the allotment of salaries in proportion to the number of pupils attending the schools was a system in operation in Nelson and in Victoria. The salary scale for head teachers in town schools was based on higher averages:—

In schools where the average attendance exceeded 50 but did not exceed 75	£125
Where the average attendance exceeded 75 but did not exceed 100	£140
Where the average attendance exceeded 100 but did not exceed 125	£155
Where the average attendance exceeded 125 but did not exceed 150	£170
Where the average attendance exceeded 150 but did not exceed 175	£185
Where the average attendance exceeded 175 but did not exceed 200	£200

And so on, the salaries increasing £15 for every increase of 25 in the average attendance of scholars up to 300; and £10 for every increase of 25 beyond that number. Assistant teachers holding certificates from the Board were to receive £80 a year with £25 added for every 100 scholars above the first 50; they would receive £80 with £15 added for every 100 scholars beyond 150. Uncertificated and licensed teachers were to receive a salary to be determined by the Board in each case but it would not exceed £80 a year. It is significant that the £15 to £30 a year for pupil teachers was termed an annual "salary" and not a grant to cover the cost of living. Teachers of needlework were to be paid at the rate of £20 a year. But the salaries proved unattractive and the Board had very great difficulty in obtaining suitable teachers. Some hope for the future lay in the pupil teachers — there were 12 in 1873 — from whose ranks efficient masters and mistresses might be selected. To adopt the scale with the schools in existence at the end of 1872 the Board estimated an expenditure of £6500. The whole sum paid to 69 schools in salaries during 1872 had been £5273. In addition, provision had to be made for the establishment of schools in the City of Auckland, in the goldfields towns, in the suburbs, and in pensioner villages, where the late Board had not operated. This would increase the annual expenditure to £11,850 for the support of schools. In addition there would be departmental expenses, and the cost of advertising, printing, stationery, postage and travelling expenses. The total expenditure, without providing for the establishment of new country schools, would amount to £13,350 a sum nearly equalled by the probable income.

The 1872 Act gave the Board authority to appoint a Secretary. The office was conferred upon Frederick J. Moss, an assistant in the Provincial Treasury. O'Sullivan was re-appointed Inspector of Schools at a salary of £400 a year with travelling expenses at the rate of £1 a day while upon the business of the Board. The duties of the Board's Inspector of Schools were to visit and inspect all schools under the control of the Board throughout the Province at least once in every year, to report on any matters relating to the educational condition of any school district, to witness the examination of scholars by their teachers, to assist in these examinations, to investigate all complaints, and to present each September an annual report of the transactions of the Board up to the preceding 30 June! In addition to his duties as defined by the Act, O'Sullivan was authorized in March, 1875, to inspect certain native schools at the request of the Native Minister.

Because it affected expenditure generally the question of small schools was soon troubling the Board and H. H. Lusk and O'Sullivan were asked to examine the situation. On 4 August, 1874, they recommended that the Board establish "short time schools" rather than small "whole time schools" in districts where the children at any one centre were few; they had been concerned chiefly with those schools such as Kirikiri and Parua Bay, Matakana Upper and Big Omaha, Matakana Lower and Big Bush, Dome Valley and Kaipara Flats where the average attendance was less than 20. They also recommended that the pay of teachers where the average attendance was under 20 should not be at a higher rate than that of £4 a head on the average attendance of each preceding quarter. O'Sullivan was concerned mostly with the material teaching requirements of schools, the buildings, the teachers, and the standard of instruction.

Most of Auckland's schools were fairly supplied with school requisites. Apparatus which the Board regarded as indispensable and, in general, provided, consisted of desks, drawing blocks, reading charts, ball frames, a blackboard and easel for each division, a chart of the Pacific, and maps of New Zealand, the British Isles, Europe and the World. The Board advised schools to obtain additional material such as maps of the Province of Auckland, Australasia, Asia, Africa, America, United States, Palestine, a terrestrial globe, geographical models, geographical solids, alphabet blocks, a magnet, a compass, a foot rule and tape line, an ounce, quarter-pound, half-pound and pound weights (avoirdupois) and a pennyweight, ounce and pound (troy), scales for experiments in weighing, specimens to illustrate natural history, type, letter-cards and composing frame, and a clock — the want of which in country schools was "a serious hindrance to the enforcing of that punctuality on which so much stress is laid in the Regulations of the Board"; teachers were also recommended to use charts illustrating reading, writing, drawing, lines and measures, forms and solids, familiar colours, chromatic scale of colours, the economical uses of animals, the classification of animals, the formation of leaves, stems, roots and flowers, and the economical uses of plants. On a requisition signed by the head teacher and the Chairman of the School Committee, the Board supplied Common Schools with books and requisites to be sold to the pupils. If certain pupils were unable to pay the books were furnished free of charge. The books sanctioned by the Board included the *Royal Readers,* Chambers' *Introduction to Composition* and Allen and Cornwell's *English Grammar,* Manson's *Arithmetic* and Vere Foster's Copybooks. O'Sullivan considered the system of making grants to School Committees for furniture to be provided by them unsatisfactory. In spite of explicit, printed instructions the construction of furniture was frequently faulty and the cost too high. At Little Omaha, for example, the desks supplied by the Committee were most unsuitable, the windows opened with great difficulty, and a permanent platform shortened the school by ten feet. The "American" desks had certain advantages over the older, clumsy, unwieldy and defaced desks and forms; they now provided a rest for the pupils' backs, they did not use as much floor space, they were easily packed for transport, and their cost was moderate.

The unsatisfactory condition of buildings and the inadequate salaries given to teachers always indicate a sort of bargain-basement attitude to education. The Education Board after 1872 could not erect suitable buildings in the city and suburbs of Auckland and at Thames because of lack of funds; yet in some places the rent paid on hired buildings was more than the interest would have been on suitable new structures; and because they had such little means the Board could not supplement the liberal subscriptions of settlers in many country districts. This willingness to subscribe towards buildings and fittings abated considerably as the household rate came into force. Aratapu, Henderson's Mill, Kaeo, Oruru, Howick, for example, had small unsuitable buildings. Nearly all the schoolhouses in Auckland and the suburbs were unfit for use, the worst being those at Newmarket, Grafton Road, Auckland West No. 1 and the two in Newton. The Board protested to the Provincial Government, urging it, for the sake of public health to institute a Building Fund. As a result several "plain but convenient" schools were erected in the country districts, the suburbs of Auckland, and at the Goldfields. All sites were approved of and vested in the Board before any expenditure was incurred; the plans and specifications could be modified by the School Committee, with the concurrence of the Board, to suit local circumstances; and the tender recommended by the Committee was approved by the Board before any building could be authorized by the Committee. O'Sullivan had decided views on the place of the school building in a neighbourhood. He felt that people had to be taught that a school building was erected for no other than school purposes, and he regarded the attempts to subordinate the convenience of the teacher to the whims of local societies as a lingering tradition from the dark ages when the parish clerk and the schoolmaster were one and the same person. "It is my opinion," he said, "that teachers and teaching will not be held in the estimation in which they should be held so long as school buildings are not kept sacred to school purposes alone."

Teachers were employed according to a particular scale:—

Where the average attendance was below 40, one teacher (with, in some instances, a sewing mistress)
Where the average attendance was 40 and below 65, one teacher; and one junior assistant or pupil teacher
Where the average attendance was 65 and below 100, one teacher; and one assistant teacher
Where the average attendance was 100 and below 150, one teacher, one assistant; and one pupil teacher
Where the average attendance was 150 and below 200, one teacher, one assistant; and two pupil teachers or one junior assistant, and one pupil teacher.

Where the average was over 200 a pupil teacher or junior assistant of the third class was generally allowed for each increase of 50 in average attendance. With the sanction of the Board, two junior assistants or pupil teachers could be employed under certain circumstances instead of an assistant, provided their joint salaries did not exceed that of an assistant. Where teachers holding first-class certificates could be obtained, the Board would not approve of the employment of teachers of a lower class in the position of head teachers of schools containing more than 100 scholars. In cases where the appointment of second-class teachers to such schools had been sanctioned, their appointments were considered to be subject to their obtaining a first-class certificate within twelve months after the appointment. No junior assistant pupil teacher was recognized by the Board until he or she had first obtained a certificate of proficiency from the Inspector, and this certificate was renewed annually after examination to entitle the holder to receive a salary from the Board. Teachers of needlework were allowed in schools where the average attendance of girls justified the cost. The employment of monitors in the actual teaching of the schools was not permitted.

In 1873, and again in 1874, O'Sullivan frequently voiced his opinion that if the public education of Auckland were only on a more certain footing there would be no difficulty in procuring an ample number of qualified teachers from the United Kingdom and elsewhere, but because of poor salaries and rough living conditions — for sufferance was the badge of all the tribe of early teachers — the difficulty of procuring competent teachers increased. He hoped that the building of teachers' houses would induce some men to qualify themselves as teachers. "To be effective in this way," wrote O'Sullivan, "these houses must be made sufficiently large and comfortable, and be constructed with due regard to the laws of health. They must have attached to them a reasonable amount of land, fenced, subdivided, and laid down in grass, except the garden; that facilities may be afforded for keeping a cow and a horse. If obtainable, not less than five acres should be devoted, in a country district, to the site of a school and dwelling. From one to two acres will be required for the school site. This should be fenced and laid down in grass, both as a playground, and as a paddock, where pupils who live at a distance may keep their horses."[1] O'Sullivan, however, was torn between the desire for more teachers and the conviction that many persons then permitted to teach should be dismissed. "They interfere with the efficiency of the system," said O'Sullivan, "and it is no kindness to allow them to hang on to the Education Department, where they can never get beyond the grade of junior assistant." He realized that to effect an improvement in the class of teachers the appointments should be completely in the hands of the Board. "The state of education cannot be called satisfactory," he said, "while so many unsuitable persons are employed in the schools — persons who never have been, and persons who never will be, teachers." Some of the Board's best teachers during the middle 'seventies — those who won from the Inspector such high commendation as "fairly efficient" or "tolerably efficient" or even the ecstatic "very satisfactory" — were T. W. Wilson at Paparoa, G. Maberly at Waiotahi Shellback, T. H. Smith at Whau, W. J. Edwards at Newton No. 2, T. Halliwell at Pokeno Hill, and K. Campbell at Waipu Cove. Examinations of candidates for certificates of competency as teachers were held at different times of the year in Auckland, Thames, Whangarei Heads, and Paparoa. The subjects for a second-class certificate included those specified in Section 23 of the "Education Act, 1872" as branches of instruction in all schools established by the Board together with object teaching, laws of health, and the theory and practice of teaching. Before being awarded a certificate the candidate had to produce evidence that he had conducted a common school in a satisfactory manner for at least a year. The candidate for a first-class certificate chose three from a number of "extra" subjects — Latin, French, German, other modern languages approved by the Board, music, drawing, the first four and the sixth books of Euclid, algebra (up to and including quadratic equations), one branch of natural science, and one of natural philosophy; the candidate had to pass again in English language, arithmetic, theory and practice of teaching, laws of health, and physical geography. The Board admitted young persons — few boys and too many girls — as "probationary teachers", and made them an allowance (not a salary) for every three months at a rate not exceeding five pounds a month. It was at first intended that only those who had passed an examination would be admitted as probationers. Some of these unpractised teachers were men and women who had been accustomed to private tuition but lacked experience in elementary public schools. In time many of them were appointed to country schools. Junior assistants and pupil teachers were classified as of the 1st, 2nd, or 3rd class depending on their attainment as shown by examination and on their ability to teach. O'Sullivan asked head teachers to spend an hour or more daily inspecting the work of assistants and helping them to overcome their errors.

There was an obvious need to raise the low level of teaching ability in Auckland. Untrained teachers perpetuate their mistakes in gaining "experience", and it was O'Sullivan's task to put some method into what was often pedagogical madness and generally to inject some vitality into teaching. But his own qualifications were meagre and some of his early instructions were extremely vague. On the subject of reading, teachers were told how to hold a book and how to prevent listlessness; there is little doubt that the O'Sullivan method — reading over and over small portions (prepared beforehand!) until the child "got" the meaning, never passing a word until the meaning was known, and making sure that all geographical references were understood — intensified the boredom of the reading lessons. On the other hand, there was inspiration in his belief that reading was the result of taste, feeling, experience, and culture. Yet he had a slightly Spencerian contempt for Grammar. He placed the spelling book on the banned list, and instructed his teachers to make the pupils read, copy from books, and write from dictation; in this way spelling was taught "insensibly" and the method made pupils familiar with the form of the language, and with the use of capital letters and punctuation, and it cultivated accuracy! Oral spelling, he said, was of little or no practical importance. In composition O'Sullivan had to fight against "reproduction", the writing by children in their own words of the substance of something read to them. Children with the best verbal memory and least originality did best. O'Sullivan asked teachers to train the children to use their own materials to reproduce their own familiar talk, to write of the things they had seen with their own eyes and felt with their own hands. He looked on composition, as well as reading, as not merely a way of thinking but a way of feeling. George Sampson took up that same belief in his perennial essay *English for the English* and drew attention to the need for teachers with something more than a sound technical equipment. "What some schools seem to lack," says Sampson, "is the creative spirit of a good home. Their efficiency is that of a machine; and a machine has movement without life. Even the small boy whose idea of bliss is a perpetual Palace of Engineering does not want a machine to tuck him up in bed at night."[1] Little wonder that when O'Sullivan inspected the work of J. Glennie at Upper Matakana in July, 1874, he should have written, "Composition should be more taught"!

---

[1] *Report by the Inspector of Schools for the year ended 30 June, 1877* (Auckland, September, 1877).

Later teachers would doubtless regard O'Sullivan's ideas on writing as primitive. He insisted on a daily half-hour writing lesson for each division. Pupils were not permitted to write with a pen, except in their copy-books, until their handwriting was in a great measure formed. Exercises were written on slates or on paper. No pupil was permitted to start a second line of copy-book writing until the first was thoroughly examined and all defects shown. O'Sullivan discouraged the "old superstition" that large or text-hand should be taught in the first instance. The pupils were taught the correct method of holding the pen and placing the arm. The teacher gave frequent object lessons, when the pupils were told nothing, but were made to see for themselves and state where the various parts of the letters began and ended and passed judgments on their own shortcomings. The thoroughness which he strove to obtain in reading and writing, O'Sullivan also made the prime essential of arithmetic. It was taught for one hour each day. It was imperative that during this hour the pupils did not have access to arithmetic or table-books of any kind: the questions were set on the blackboard or were read by the teacher to the pupils. This attempt to give identical teaching to all children could only have resulted in "a waste of time for the brighter children and bewilderment for the dull".[1] Many of his exhortations on testing, drill, and accuracy were mere platitudes. Yet he encouraged teachers to give the pupils first-hand practical experience with concrete materials. "It would be well," he said, "to teach weights and measures by referring to the actual yard and foot, pound and ounce, gallon and quart; and let the discovery of their relationships be experimental." To make the children investigate and to cultivate their powers of observation was also the aim of the object lessons. According to O'Sullivan few teachers understood their end; they were lecturers rather than questioners. Over two hundred years before this time William Petty had advised teachers to begin instruction with the observation of "all sensible objects and actions, whether they be natural or artificial".[2] But the nineteenth century object lessons, with their resulting accumulations of stuffed dogs and birds' nests, reflected the influence of such eighteenth century theorists as La Chalotais and Condillac. O'Sullivan's writings do not give the impression that he was well-read in the development of educational theory. Had his reading been anything more than superficial he would not have referred to Herbert Spencer as an "eminent authority on education". But it became customary for teachers and administrators to quote selected passages from Spencer and O'Sullivan's remarks on object lessons in his Report for 1874 were based on part of Spencer's essay on "Intellectual Education". Yet Spencer was too devoted to common sense and individual freedom to be popular with O'Sullivan and other Auckland administrators. With a new Grammar School in Auckland it would not have been politic to have taken sides with Spencer and have shown that the teaching of Latin and Greek had no practical purpose. The extreme crudity of the Board's, or O'Sullivan's, views on men and children was most evident in the Mosaic regulations on discipline.[3] Fortunately some teachers put aside the regulations and lightened the encircling gloom by reading other literature. The children of Auckland had to be marched "slowly and quietly into school in single file, hanging up their hats under the supervision of one of the teachers in positions previously allotted to them. At playtime or breaking-up time the pupils should be marched past in a similar way, each taking his hat as he passes. A pupil who does not see his hat at once should not block up the way, but should pass in and come round again . . . When the pupils have sat down they should keep their hands off the desks, and whatever is required for the lesson they should take up altogether when the order is given . . . When the hour for beginning work comes the door must be locked." Spencer agreed that during infancy a considerable amount of absolutism was necessary, but he also asked parents not to regret the display of considerable selfwill on the part of their children. "From the time the pupils begin to enter the school building," ordered the pontiff O'Sullivan, "all talking between them must cease. It is evident that there is absolutely no necessity whatever for such talking, and it must on no account be allowed. It is not enough that no talking takes place; the pupils must be trained to move as if in a sick-room, fearful to cause the slightest disturbance."

---

[1] *English for the English*, Preface to the Edition of 1925.

---

[1] *Primary Education: A Report of the Advisory Council on Education in Scotland* (Edinburgh, 1946).

[2] William Petty, *The Advice of W. P. to Mr Samuel Hartlib for the Advancement of some particular Parts of Learning*, (1648).

[3] *Rules and Regulations, 1875.*

In 1874 Worthington opened a teachers' class as a private speculation. From February to October, 1875, he conducted a Training Class for assistant and pupil teachers at Mrs Harden's Schoolroom in Shortland Street, and from the end of October till December at his own residence, Hobson House, in Hobson Street. During those months 31 teachers met on Monday and Wednesday evenings and on Saturday mornings for two hours on each occasion for instruction in English language and literature, physical and descriptive geography, English history, laws of health and arithmetic. The Board granted Worthington £10/10/- to defray the expense of renting the schoolroom; he paid for his own advertising (£4/3/-) and apparatus (£1 for a map of the world) and the teachers — except a few who could not afford it — paid him 10/- a month. In January the Class for the Instruction and Training of Teachers of the Common Schools in the Auckland District was placed under Worthington's charge. He received £100 from the Board; £40 helped to pay his rent and taxes, £6 went towards the gas bill, books cost £4/5/-, and the remainder, £49/15/-, he charged for "teaching and criticism" during 128 two-hourly sessions. Forty-four teachers attended during the year. For the last quarter of the year he was assisted in examining the exercises of the junior and least advanced portion of the class by Miss Clementine E. M. Harrison of Auckland East No. 3 school. Worthington did not have the opportunity of criticising his students as teachers and it was his opinion that "the time had arrived when a step should be taken in this direction". "I shall be glad," he said to O'Sullivan "to place my services at the disposal of the Board of Education, if on your recommendation such a course shall be considered advisable."[1] O'Sullivan thought the class had done a great deal of good and from 1 January, 1877, Worthington's salary was increased by £25 provided the number of pupils in the class continued above 30. By May there were 52 names on the roll. To provide for the increased number Worthington made some alterations to the room he used and the Board accordingly granted him £20. The Board also agreed to pay Mrs Kaye Wright £25 a year to assist Worthington but because of family duties and because she found the duties more onerous than she had anticipated she declined any connection with the Training Class, and Miss Eliza G. Wallace of the Devonport School who had been under his tuition since the formation of the class was appointed in her place. Some of the 64 teachers who attended the Training Class in Hobson Street during 1877 were George Thwaites, Albert Gerring, Bithiah Blades, Louisa and Marion Dunning, Mary and Florence Taylor, Agnes and Lydia Carr, Mary Lloyd, Elizabeth and Jane Sinclair, Emily J. Worthington and Ella Steadman. Some of them were among the teachers who presented themselves for the Teachers' Examination at Auckland (168), Grahamstown (27) and Hamilton (7) in December, 1877. Most of the young examinees had had little or no experience of teaching, but in Theory and Practice of Teaching they were asked "what methods should be adopted and what methods avoided", what "all methods employed aim at", and "how good methods are marred in the application"; they showed "the evils of putting children to read books or learn subjects for which they are unfitted"; they explained how the study of history could be promoted in common schools; and they were required to state what modifications of European school buildings and furniture were required in New Zealand to suit the climate and the pupils. Success in the examinations brought these young people the reward of a thing well done and salaries of from £30 to £60 a year. If precept and example were associated, Worthington on discipline must have been awe-inspiring to behold. It was his pedagogical practice to walk around the school with a cane in his hand; he taught with a cane in his hand; his right there was none to dispute. To capture the attention of a boy whose concentration had wilted momentarily he would throw books across the class at the unfortunate offender and in order to thrash an incipient delinquent he would bound over the tops of desks, crying, "By all the saints in the calendar I'll make you dance!" If no child ever summoned up the courage to question him at least he had the virtue of permitting no favouritism. He was looked upon as a stern disciplinarian yet whenever the children were relieved of his presence they inevitably lapsed into joyful disorder. In his talks to teachers he found it easier — like Portia — to teach twenty what were good to be done, than be one of the twenty to follow his own teaching.

---

[1] H. Worthington to R. J. O'Sullivan, 12 January, 1877.

In November, a few days before the passing of the Education Act, Worthington advised O'Sullivan that his class should be divided into two divisions, the upper one consisting of all students who had taken the grade of First Class Assistant Teacher and those who had obtained Second Class Teachers' Certificates, the lower one consisting of probationers and all assistant teachers below those grades. The Junior Division would continue with elementary work but the pupils of the Senior Division should have "their attention directed to subjects of a higher character". ½ This division was made at the beginning of 1878. Worthington continued to receive private pupils as well as teachers employed by the Board in his Training Class. Their contribution from July, 1877 when the numbers increased gave him what he considered to be fair remuneration. In March, 1878 he had 84 Board teachers and 22 private pupils in the classes, but at the end of that month the Board forbade him to take private pupils; persons not employed by the Board and who wished to qualify as teachers could apply to the Board for permission to attend the classes. The change, which took place after 30 June, deprived Worthington of a source of house-rent for the Hobson Street property, his tenure of which did not expire till February, 1879. Correspondence lessons were not always appreciated by teachers. W.

½ H. Worthington to R. J. O'Sullivan, 3 November, 1877.

Johnstone of Ruapuke, for instance, had formed the idea that the object of Worthington's service was to instruct teachers how to communicate their knowledge. The answers he returned were worked by his pupils.[1] Johnstone regarded his work with average boys as fairly successful, but he wanted information on better methods of "getting at" some pupils who were difficult to move. "There is one boy, 15 years of age," he said, "whom I have had for nearly a year, and I have not yet succeeded in teaching him how many 4 and 1 are. I have paraded to him all the concrete quantities I can think of, and have nearly worn out a ball-frame in the struggle; but whenever I return to the abstract, we are just where we were. Four and one are 10, or 7, or 2, just as it strikes him. Now there must be some way of reaching him: and that's what I would like to learn."[2] He asked for assistance in organization and classification in order to make his teaching more successful. The reaction of O'Sullivan, Worthington and the Board, was simply to remove Johnstone from their mailing list.

[1] Some of the arithmetic sums given to teachers were, — (a) express 5¼ as a fraction of $4\frac{1}{5}$, (b) 11/12 of 4½ of 9/7½d, and (c) areas of walls and ceiling of a room. English was mostly parsing.

[2] W. Johnstone to V. E. Rice, 15 November, 1879.

CHAPTER 6

RATES AND TAXES

The Board promoted the establishment of Education Districts and defined their limits. In September, 1873, there were 90 Districts in Auckland Province. Any ten householders residing in a locality not provided with a common school could memorialize the Board praying for the formation of their locality into an Education District. For the most part the origins of school districts and early years of hardship were of a similar pattern and have their places in local chronicles. Upon the creation of a district a meeting of householders over the age of 21 met and elected 5 of their number to act as a School Committee. On some day in each January — except in 1873 — the Committee gave an annual report and a new Committee for the ensuing year was elected. In the event of the electors refusing or neglecting to elect a School Committee the Board could appoint Commissioners to exercise the duties of a Committee. The School Committees had extensive powers; they directed educational matters within their districts and managed the school property; they determined the hours of attendance; and, most important, they appointed and suspended teachers "subject to the approval of the Board".

By the Act the Board took over the management and control of the Auckland College and Grammar School in which "qualified teachers and assistants" taught "all the branches of a liberal education, ancient and modern languages, mathematics, and such other branches of science and learning as the advancement of the Colony and the increase of population may from time to time require". It was lawful — not mandatory — for the Board to establish scholarships to be held by pupils of any public or private school within the Province of Auckland in the College and Grammar School. It was also made lawful for the Board, from out of the Grammar School Trust Fund, to establish scholarships to be held by students of the College and Grammar School at a College or University in New Zealand; the Grammar School Trust Fund included monies arising from fees, rent of lands, and interest of monies invested. In September, 1873, O'Sullivan suggested to the Board that girls between the ages of 12 and 16 should be permitted to "come up" at the Scholarship Examinations in December to try for certificates of proficiency. The Board made no provision for the educational advancement of girls other than these certificates and when the 1874 regulations were issued Mrs Frances Shayle George appealed to the Board "on behalf of the future women of Auckland" to take up the question of girls' education as a whole. The 1874 scholarship regulations were made after due consideration had been given to the report of its scholarships committee presided over by H. H. Lusk. The number of scholarships was increased to six; each was tenable for two years at the Auckland College and Grammar School and entitled its holder to an allowance at the rate of £30 a year and to free tuition. The committee recommended the complete separation of the examination for two Open Scholarships from the scholarships offered to pupils of the District or Common Schools of the Province, the object being to apply a more satisfactory test to Open Scholarship candidates than could be done by questions framed with a due regard to the advancement to be looked for in pupils of the Common Schools. Candidates had not to be less than 12 years of age on 1 November nor more than 16. The subjects in which competitors from Common Schools were to be examined were English language, arithmetic, geography, history, writing, and reading. The Open Scholarship candidates for 1874 were examined in Latin (120 marks), French (100), Euclid (100), algebra (100), history of Greece (60), history of England (75), English language and literature (125), Shakespeare (75), arithmetic (100), geography (75), writing (30), reading (50), physics (50), chemistry (25) and botany (25). The regulations changed little during the 'seventies. In 1877 candidates for Provincial Scholarships had to sit for an extra subject — primary laws of health; reading and physics were eliminated from the subjects for open Scholarships, "Shakespeare" was included in English language and literature, and French, chemistry, and botany — along with the new subject of trigonometry and mensuration — were relegated to the small list of four optional subjects from which candidates chose two in which to be examined.

For raising the necessary funds for establishing and maintaining district schools annual household rates were levied. On 31 December, 1872, the Board sent copies of "The Education Act, 1872", to all Chairmen of Boards of Highway Trustees for the information of their districts, and at the same time asked for copies of their Ratepayers' Rolls to aid the Board in compiling its Rate Roll of the Province. On 24 December, 1872, a Board meeting consisting of O'Rorke, Beveridge, Clark, Haultain, Hurst, Lusk, Philips and Sheehan resolved, "That the Superintendent be requested to levy under 'The Education Act, 1872' a household rate of 20/- for the ensuing years."[1] The last proviso of Section 6 of the 1872 Act provided "that it shall not be necessary in any proceedings to be taken for the recovery of any such rate to prove the fixing of such rate by the Board otherwise than by the production of the *Gazette* containing the proclamation of the same by the Superintendent as provided in this Act". The document that was issued by the Superintendent, Gillies, was not a proclamation as required by law but only a public notification.[2] In spite of the notification not being legal the Board expected that out of about 14,000 houses in the Province not less than 9,500 would pay the tax. Robert Baillie Lusk was appointed as the person to whom the rate should be paid and, for 1873, 3 February and the Provincial Treasury were fixed as the day and place "on and at which such rate shall be payable". Every parent, or guardian of a child between the ages of 7 and 14 years had to pay a further capitation sum of 5/- annually for every child; parents were not liable to pay for more than 4 children or for any child residing more than 3 miles from a school. About 9000 children were involved in the capitation tax; cases of exemption and inability to pay would reduce this number to 6000; and so the Board calculated on a return of £1500. In December, 1872, H. H. Lusk told his fellow Board members that the amount receivable from Household and Capitation Rates by December, 1873, would be about £13,000 but only about £10,000 could be relied upon. The net amount actually received was £7258. The difference between the gross and net amounts — 10 per cent. commission — was paid to R. B. Lusk as Receiver of Education rates. A person could be excused from payment owing to his poverty. All monies received under the authority of the Act were paid by the receivers to the Treasurer of the Province to be appropriated by the Board. The Board, at the beginning of 1873, also expected £2000 voted by the Provincial Council and promised to the Board by the Superintendent in aid of its funds for the year. There was also an anticipated sum of £600 derivable from Educational Endowments throughout the Province applicable to Common School Education and the balance in hand beyond liabilities on 1 January, 1873, was estimated at fully £500. The Board estimated a probable net income for 1873 of £13,000. It then apportioned all rates levied amongst the various educational districts. All schools established and maintained by rates levied under the 1872 Act were open free of charge to all children above the age of 5 years. Fees for teaching poor children were discontinued at the end of March, 1873. Schools maintained by rates were open to inspection by any member of the School Committee. During the first year of this Act's operation, however, the Committees, new to their rights, showed commendable moderation and good sense. There were, of course, exceptions to this general rule. Within a few years several disputes were settled by the Board, usually arising from unauthorized interference of members of the committee with the teacher but occasionally from defiant conduct on the part of the harassed schoolteacher.

---

[1] This was in pursuance of section 6 and an obscurely worded section 37 of the "Education Act, 1872".

[2] *Auckland Provincial Government Gazette*, 31 December, 1872.

On the requisition of a majority of the resident householders in any School District the Board could bring into operation clauses relating to compulsory education. In such cases parents had to send children of not less than 7 or more than 12 years to school for at least half of the school-year provided the child lived within 2 miles of a school. Annual — or shorter — certificates of exemption could be obtained from the School Committee in cases where children were under some other efficient instruction, if they were prevented from attending school because of sickness, if the roads were impassable, or if the children had already attained "a competent knowledge of all the branches of education" required by the Act. It was the duty of the School Committee to notify the parent or guardian of a child not attending school, and parents who refused to send their children to school could be summoned before two Justices of the Peace and fined £2 for each week during which they had neglected to send their children to school. When the 1872 Act was first mooted it was expected that the most difficult problems to be solved would be the religious and the financial. There was no clause in the new act under which church schools could obtain aid. In most cases they passed into the control of the Board; the financial burden was too oppressive for the Presbyterian schools, for example, and after 2 July, 1873, no further mention was made of them at the Auckland Presbytery. Gillies expressed the Board's object when he received deputations from Otahuhu religious bodies recommending that the district be divided — this before the Board had decided upon any boundaries. He informed them that the Board would set its face against any attempt to divide the province into districts merely to give effect to any denominational distinction. The sole aim of the Board, he said, was to give a good education to every child within the sphere of its operations. Nevertheless the Board instructed Committees and teachers to give every facility to clergymen or others who desired to give religious instruction after school hours. But finance meant more to the Aucklander than religion did and he did not approve of the device of direct taxation. "The inhabitants of this province," said John Edwards of St David's School, "find themselves suddenly placed in the position of having an Education Act operative at once, so far as rendering them pecuniarily liable; but not immediately operative, in reference to the conferring of the educational advantages contemplated by the enactment of the measure." [1] Those who had no children were reluctant to pay a household tax. There was, too, that persistent apathy in education both in rural districts and in the city which even increased grants did little to alleviate. Within a month or so of the passing of the 1872 Act the Board realized that its estimated expenditure was about £6000 too low. In a scene which anticipated by twelve years the inconceivably versatile actions of Gilbert's Pooh-Bah, Gillies and Sheehan (in their separate capacities of Superintendent and member of the Executive and not as Board members) received a deputation consisting of Firth, Campbell and Haultain on 1 February, 1873. Firth read to the Superintendent a resolution of the Board, in which it was shown that there would be a probable expenditure of £19,500 for 1873 and not more than £11,600 likely to be available from rates and other sources of revenue. Gillies promised to consult with his Executive immediately. On 12 February Gillies sent a private memo to the commissioners of the Board of Education. He took into consideration the facts that the Board's figures were estimates only and that few of the town or suburban schools could be set on foot until one quarter of the year had expired. He thought that the estimates with the proposed aid of the £2000 Contingent Vote would enable the Board to carry on for at least nine months "without financial embarrassment". As superintendent, he therefore advised the Board, of which he was Chairman, "to proceed energetically to carry the Act into effect" pledging himself that if in the course of a few months, experience showed that further funds must be provided, he would be prepared to call — at the request of the Board — a special meeting of the Provincial Council to provide the necessary funds. By June the £2000 advanced by the Provincial Government had been expended and the Education Rate was not being paid to the credit of the Board in such an amount as to afford any reasonable hope of meeting the liabilities incurred. At a Special Meeting held on 24 July the Board resolved to ask the Superintendent to obtain a loan of £30,000 to the Province of Auckland so that the Board of Education could supply schoolhouses and other buildings necessary to give effect to the Education Act. Undaunted at not being able to organize and administer an elementary school system the Board asked for a further sum of £10,000 for endowing and building a college and training school for girls. At the beginning of September the Superintendent was informed by the Colonial Secretary that the Government was unwilling to accede to his request for a loan. Vogel's public works policy, first announced in 1870, and the subsequent large loans, caused the General Assembly to undertake much of the expenditure that formerly had been borne by the Provinces; it was Vogel's centralizing plan of action to reduce contributions out of the general revenue to provincial purposes. On 15 October, about three weeks before the election for Superintendent, R. B. Lusk informed the Board of its weak financial position. The Public School Fund stood at about £279; during that month he had expended £1563 on salaries and grants; at that rate of expenditure he required for the remainder of the year about £4500 and he had no expectation that £1000 would be received from rates. A few days before the election Gillies authorized an advance of £1000 to meet immediate payments.

---

[1] John Edwards to R. J. O'Sullivan and F. J. Moss, 31 December, 1872.

So inadequate to the requirements of the Province was the income derived under the 1872 Act that when Williamson became Superintendent again[1] he submitted to the Council a Bill to provide "a further and better system of education for the youth of the Province". "Proper steps," he said, "must be taken to utilize and add to the many valuable endowments throughout the Province, in order to provide a portion of the funds required to carry on education." In a letter dated 3 November, 1873, the Board of Education had recommended to Gillies that "The Auckland Reserves Act, 1858", referring to the disposal of educational endowments, be amended, but at that date he could merely inform them "this matter can only now be dealt with by my successor to whose attention it will be brought".[2] Williamson invited the Council to assist him to reserve "a large portion of the best lands as school endowments" and he made a proposal for dealing with "the property known as the old Supreme Court site in such a manner as that the revenue to be deprived therefrom shall be applied exclusively to educational purposes". Before the bill was introduced, the Auckland Teachers' Association met under the chairmanship of Dr Kidd. Founded in 1873, it met usually on the third Friday of each month in the High School, Symonds Street. But to discuss possible amendments to the 1872 Act, the teachers met on two successive Saturdays in March and passed a number of resolutions

[1] On 6 November, 1873, Williamson won the contest for Superintendent from J. M. Dargaville and H. H. Lusk. It was his fifth term in office. Auckland's seventh, and last, Council met for the 29th Session on 16 December, 1873 with O'Rorke still as Speaker. This Session ended on 17 June, 1874.

[2] T. B. Gillies to F. J. Moss, 8 November, 1873.

which were transmitted to Williamson. Kidd, Worthington, J. M. Fraser, W. J. Edwards, Martin, French, Mrs Shayle George and others made suggestions which they thought would raise the standard of education in the Province by securing the confidence and co-operation of teachers. Their first proposal was that appointments of teachers to schools under the Board should be made by the Board with the approval of local School Committees. The second resolution stated that the remuneration of teachers by the Board should be not solely dependent upon the average attendance of scholars. Third, there should be established an institution of teachers in the Province which should be empowered to elect annually a representative as a member of the Board of Education. Finally, urged by Mrs Shayle George, the teachers proposed that there should be established in the city of Auckland and under the control of the Board a high school for girls. Two months later the Association discussed further the means of improving Auckland's education. On 16 May it heard a paper read by W. J. Edwards of Newton on "The Training of Pupil Teachers" and unanimously resolved, "That the Board of Education be respectfully requested to cause to be prepared a definite scheme for the appointment, education and payment of pupil teachers in schools under their control". The City and Suburban District School Committees were also concerned over the imminent amendment of the 1872 Act. They met and composed a memorial stating that they saw no valid reason why Clause 20 should be altered.[1] The power which was vested in the School Committees of originating the appointment of teachers had worked successfully, they averred, by bringing to bear on such appointments the advantages of local experience.

The Bill to amend the 1872 Act in some respects was read a first time on 1 May, 1874; it was read a second time on 14 May and committed to a Committee of the whole Council; there it suffered some changes and was read a third time on 9 June. However Williamson would not give his assent and reserved it "for the signification of the Governor's pleasure thereon". On 17 June he addressed the Council. "I must," he said, "express my regret that you have not approved the principle embodied in the Bill originally submitted by me, namely to commit the charge of education to a Commissioner, representing the Council and the Government, rather than leave it to be managed by a Board, possessing large discretionary powers of administration, and yet constituted in such a manner as to attach, at the most, but a partial measure of responsibility to its proceedings. It is also a matter for regret that no provision has been made, in the Amendment Bill, for charging the Board which administers the funds with the duty of collecting the tax. There are, as you are aware, other serious objections entertained by me to the Act of 1872 but, as I understand the present measure is designed only as an experiment, I would not wish to prolong the Session by returning the Bill to you for amendment in this and other respects. As, however, it is probable that an adjustment of the whole question of the taxation

---

[1] The Memorial was signed on 8 April, 1874, by B. Cass, A. Clarkson, James Coupland, Osmund Lewis, and Thomas Richardson of Auckland East, Thomas Shove, G. M. Main, John Billington, M. Ross and John Fisher of City West No. 1, William Gorrie, Norman McMillan, T. H. Hougham, and Charles Samuel Wright of City West No. 2, John Batger of Grafton Road, and Morton Jones of Ponsonby.

(direct and indirect) of this Colony must soon take place, I hesitate to give my assent, on behalf of the Governor, to a measure which will increase the direct taxation of this Province, lest its effect should prejudice or embarrass any action which may be taken by the Colonial Legislature towards equalizing the taxation of the country, embracing (as such action no doubt will) a provision for the educational requirements of the Colony, without the necessity for the imposition by the Provincial Legislature of a direct tax upon sections of the community." In spite of Williamson's protest, the Governor gave his assent on 31 July, 1874.[1]

For the year 1874 the rates payable were the Household Rate of 20/- per household, the Non-householders' Rate of 10/- each, and the Capitation Rate of 10/- for each child between the ages of 6 and 14 years. The Household Rate was demanded from every householder, male or female, in actual occupation of a dwelling house within the District.[2] The term "dwelling-house" was taken to signify any building, or part of a building, in the occupation of a family, so that there could have been two or more families residing in the same building; on the other hand, one family might have occupied two or more dwelling-houses. The rate was payable in one sum of 20/-. The non-householders' tax was payable at an annual rate fixed by the Board but not exceeding 10/- in any one year levied upon every male person of the age of 21 years and upwards residing within the Province who was not liable to pay the household rate. This was not exclusively a bachelor tax, but was payable as well by all widowers and married men who were not liable to pay the household rate. The capitation rate was payable by every parent or other person having the care or custody of a child resident within the District, and aged not less than 6 nor more than 14 years, for and in respect of every child, not exceeding 4 in any one household, subject, however, to certain exemptions; if the child resided more than 3 miles from any school established under the 1872 Act, no capitation rate was demanded; and if the parent or guardian produced a certificate signed by the teacher of any school not established under the 1872 Act — that is, any private school — showing that the child had attended this school for at least 3 months prior to 6 August, 1874, no capitation rate was demanded. The capitation rate was payable in one sum of 10/-. This capitation rate was one of the reasons that impelled about 100 householders of the School District of Auckland East in February, 1875 to petition the Board for an additional day school. "Many of us," stated the petitioners, "have been called upon to pay the Capitation Rate, and we consider it a great hardship to be compelled to pay that rate when there is no public school in the district to receive our children. In this large and populous District there is but one public school — that of St Paul's — which, we have been informed cannot receive any more pupils,[3] and as it is situated at the extreme N.E. angle of the District, the distance presents an obstacle to the sending there of children from the southern portion of the District during the winter months." They also recommended a separate school for girls "in order to remove the objections which are now being raised against the existing system of associating the boys with the girls". As a result of the petition City East No. 2 in Edwardes Street opened under Miss M. Wann on 1 June, 1875 — and the Inspector of Schools visited it on the 2nd ! No person was required to pay through rates more than £3 in all — £1 as Household Rate, and four payments of 10/- each as the capitation rate for four children specified. It was made lawful for the Superintendent to appoint competent persons to be collectors and receivers of the rates. R. B. Lusk was appointed Receiver and demands for payment were made in his name and upon the authority of the warrant issued to each Collector. When the Collectors were appointed they were expected to make a house to house canvass throughout the whole of their districts, compile a roll of all persons living there liable to pay rates, give to each a distinctive number, and make a note of any useful information. Monday, 14 September, 1874, was fixed as the first day on which the new rates were to be paid and they were recoverable in a summary manner before any Justice of the Peace. The capitation rates collected for the year 1876 up to 16 March, 1877, amounted to £1790/5/-. R. B. Lusk collected £155/10/- from Auckland (including Parnell, Newton and Ponsonby), £122/10/- from Thames (with Ohinemuri), and £1512/5/- from all other districts. The numbers of children who had attended public schools in 1876 were 2456 in Auckland,[1] 1474 in Thames, and 6480 in other districts; but the children for whom the rate had been paid numbered 311 in Auckland, 245 in Thames and 3024 in all other districts. Out of a possible total of 10,410, 6830 children had had no capitation rate paid for them. From 1 August, 1876 to 29 March, 1877, R. B. Lusk received £9900 from all education rates, £1407 of which was paid directly at the Education Rate Office and the remainder by local collectors.[2] During the same period summonses were issued against nearly 700 defaulters on the recommendation of the local collectors, the amount due being about £743. Lusk and his assistant, L. A. Durrieu, found greater difficulty in obtaining payment of rates in 1876-7 than in 1875 owing, in part at least, to a prevailing impression that since the Provinces had been abolished the rates could not be enforced. Lusk relinquished his position as Receiver of Education Rates on 30 March, 1877, but Durrieu continued the hopeless task and from 1 April to the end of September 40 persons were summonsed. In a letter to H. H. Lusk on 28 September Durrieu wrote, "The amount paid to the solicitor on these cases has exceeded the amount of costs incurred." In August, Beale, of the firm Lusk and Beale, solicitor to the Board, had presented an account to the Board. He had undertaken the work of collecting arrears, and court fees and expenses (£714/10/2d) along with solicitor's charges (£763/6/-) had amounted to £1477/16/2d. The rates received by Beale for 1874, 1875, 1876 and up to 30 June, 1877 amounted to £1036/12/-. £1477 had been spent to recover £1036.[1] "Comment on such a fact only spoils the effect," said John S. Macfarlane (Waitemata),[2] "it is much better to leave it in its simple nakedness. Previous experience in the collection of the rate by law process, we are aware, has not been of a very profitable character; but there has never before been such an exhibition of high art."

---

[1] Sir James Fergusson was Governor from 14 June, 1873 to 3 December, 1874. Bowen's term of office ended on 19 March, 1873 and from 21 March to 14 June Sir George Arney was Administrator.

[2] Sections 3 and 4 of the Amendment Act, 1874 and Section 37 of the 1872 Act.

[3] The average attendance there when this petition was presented was 146.

---

[1] This number included 106 attending the Howe Street school which was connected with the Destitute Children's Home.

[2] It was the practice for payments due to teachers for salary to be advanced by the Bank of New Zealand on the security of the education rate; in 1876 payments could be made to the extent of £9000.

The *Auckland Provincial Gazette* of Tuesday, 16 February, 1875, announced the death of the Superintendent Williamson, at his home in the Great North Road, West Newton. O'Rorke assumed the duties of deputy superintendent until 24 March when Sir George Grey was elected and the 30th Session of the Provincial Council opened on 10 May. At a special meeting of the Board of Education on 19 May it was resolved to present to Grey a report on the working of the 1872 Act and on the condition of its finances at 31 March. Owing to the delay in levying the rate for 1874 the next rate could not be levied legally till 14 June, 1875, or nine months after 14 September, 1874. The Board expected by that time to have been compelled to obtain advances from the bank to the extent of about £6500, less a balance of no more than £1000 to be collected from the Household Rate for 1874. The rates for 1875 would be forestalled to the extent of £5500, a condition which the Board said would "render it impracticable to carry on operations for another year, unless funds to a more befitting amount are provided". The Board considered £20,000 to be the lowest estimated cost of education in Auckland; but to that amount a further £10,000 was required immediately to supply the city and suburbs with proper schools and to meet the urgent wants of rural and goldfields districts, with another sum of £5000 for accommodation extended over a period of two or three years. The Board expected a rapid increase in the child population attending common schools. In March, 1875, there were 107 full-time and 34 half-time common schools with a roll number of 8184. The estimated attendance at private schools was about 1600. According to the Census taken on 31 March, 1874, there were 16,718 children between 5 and 15 years in the Province. The numbers did increase: in September there were 112 full-time schools and 32 half-time with a total roll number of 8654. But the figures the Board gave were sufficient to prove that the funds at their command were utterly inadequate to meet the growing claims upon them.

The thirtieth session of the Provincial Council ended abruptly on 28 May, 1875. "The Abolition of Provinces Act, 1875" was passed by the General Assembly on 12 October, 1875, to become law "on the day immediately following the close of the first session of the next Parliament". New Zealand's fifth parliament lasted from August, 1871 to December, 1875, and the sixth opened in June, 1876; after long, delaying, unproductive discussions, Parliament was prorogued on 31 October and the Abolition Act took effect from 1 November, 1876. Section 10 of this Act stated:—

---

[1] Since the Board had advanced Beale £350 the balance due to him at 24 August was £91/3/4.

[2] Speech made during the second reading of the 1877 Education Bill, 31 August, 1877.

> Immediately on the coming into operation of this Act, all real and personal property whatsoever which is vested in or under the control of the Superintendent of any province comprised within any provincial district, for grammar and common school purposes, or as sites for schools, or for the endowment of primary education, and all lands which shall have been or may hereafter be reserved and set apart for any such purposes or objects as aforesaid, under any Act of the General Assembly, shall be vested in the Board of Education constituted under any Act or Ordinance, or if there shall be more than one such Board in a provincial district, then in such Board or Boards as the Governor in Council shall direct or appoint. All the functions and duties relating to such property which, immediately before the date of the coming into operation of this Act were, under or by virtue of any Act or Ordinance in force in any province, vested in the Superintendent of such province, either alone or acting with the advice of his Executive Council, shall, on the coming into operation of this Act, be performed by the Chairman of the Board of Education, in whom such property shall be vested, as aforesaid. All lands hereby vested in a Board of Education shall, subject to any leases or contracts theretofore lawfully entered into relating to the same, be held in trust for the like purposes and with the same powers that were held by such Superintendent as aforesaid prior to the coming into operation of this Act.

The Education Boards Bill was introduced into the House of Representatives on Friday, 30 June, 1876. The approaching provincial change rendered it necessary to make temporary provision for carrying on the business of education throughout the colony. In most of the Provinces there were Boards; in Hawkes Bay, however, the management of education was under the control of the Provincial Government and was carried on by district Committees who communicated with the Superintendent of that province; in Marlborough the Roads Boards of the several councils were the local School Boards; in Canterbury there had been an Education Board, but in 1876 there was a Secretary of Education, appointed by the Provincial Government, and local administration was provided for in the various districts. The central Government intended to bring in a Bill in the following session to deal with what Charles C. Bowen (Kaiapoi), Minister of Justice, called "the whole subject of education"; but in the meantime it was necessary to provide for continuing with the existing Boards till December, 1877, and where there were no Boards, to create them. The Bill gave some members the opportunity to say something on free and compulsory education. E. W. Stafford (Timaru), for example, did not understand what was meant by the term "free education". It was, he said, only a question of the manner in which the people of New Zealand should maintain their national schools. He had for many years expressed the opinion that this was a matter which should be provided for out of the Consolidated Fund and his views of this were stronger than ever. The Bill was ultimately passed on 14 October. The principal change which the measure effected was the abolition of household and general capitation and the retention of school fees and capitation rates for children wherever they existed. The Provincial District of Auckland was constituted an education district. Its Board consisted of persons who immediately prior to 1 May, 1876 were members of the Board and it was to hold office until 1 December, 1877. Since it was an Act to provide for the establishment and incorporation of Education Boards throughout the Colony the Auckland Board of Education became "a body corporate" under the name of "The Board of the Education District of Auckland". The first meeting of the new Board was convened by the Governor, the Marquis of Normanby, in accordance with the Act, for 10 November. The members of the Board at the time of the Act coming into force were the Superintendent, Sir George Grey, G. M. O'Rorke, Speaker of the Provincial Council, Reader Wood and Dignan as members of the Provincial Executive, Prime, May, Ball and Logan Campbell, members of the Council, and Colonel Haultain, D. M. Luckie and H. H. Lusk, nominated by the Chief Justice. Of that number Lusk, Ball, May, Prime, Luckie, Campbell and Haultain met and in pursuance of Clause 12 of "The Education Boards Act, 1876" elected H. H. Lusk as chairman.

CHAPTER 7

DISPERSION WITH CONCENTRATION

The administrative officers appointed by the Board were R. J. O'Sullivan as Inspector, at a salary of £500 a year, and F. J. Moss as Treasurer and Vincent E. Rice, formerly Chief Clerk to the Provincial Superintendent, as Secretary, each at £350. The salaries and appointments dated from 1 January, 1877. During this short interregnum the Board encountered the perennial questions of religion and finance. In March it received a memorial from some of the clergy and others asking that pupils might not be dismissed before religious instruction after school hours; the memorialists were asked to consider giving religious instruction before, instead of after, school hours; however, the faint-hearted Board made only a weak regulation whereby teachers, when dismissing the children, were not required to oblige them all to leave the room. On 11 July, Lusk represented the Chancellor of the University at a pleasant ceremony in the Choral Hall. In 1876, Kate Milligan Edger had passed all the examinations necessary for obtaining the Bachelor of Arts degree and in April, Sir George Grey had been asked if he would undertake the presentation of the diploma of the degree but he had been prevented by ill-health from complying; this fact had not become known to the Chancellor until the end of May. The Choral Hall was crowded, mainly with ladies, and among the notables present were Dr Cowie, Bishop of Auckland, Thomas Buddle, principal of the Wesleyan College at Three Kings, Gillies, Macrae, Bruce, Campbell, Dr Purchas, J. C. Firth, Archdeacon Maunsell, Dr Kinder, Haultain, O'Rorke, Major Green, Dignan, Sheehan, Swanson, Boylan, Brookfield and O'Sullivan. Lusk informed the gathering that this was the first occasion of its kind that had occurred in any part of the British dominions. He took the opportunity to contrast the structure of Auckland schools with that of South Island institutions. Miss Edger and others, he said, had received their academical instruction in a building which was simply a disused military hut, the floor of which was not safe to tread on, the roof of which was open to the sky, and which, as a residence, would be simply uninhabitable. As a further reflection upon Auckland penury he stated that Miss Edger was about to take up a remunerative position in Canterbury. Macrae presented Miss Edger to Lusk who gave her the diploma[1] and from the gallery the students of the Auckland College and Grammar School cheered the proof —

---

[1] It was signed by John Henry Tancred, Chancellor of the University, and bore the date 16 March, 1877.

That Woman, educated to the task,
Can meet Man, face to face, on his own ground,
And beat him there.

By "The Education Boards Act, 1876" the Board was required to keep accurate accounts of all costs, charges, expenses, and disbursements in connection with the management and administration of all lands vested in them, and also of all sums of money received as rents, issues, profits or proceeds of or from these lands. By an Order in Council made on 17 April, 1877 the Board was instructed to make up its accounts and balance sheet to 31 March and to have them audited by Benjamin Maclean. The Board also received a request from the Minister of Justice — to curtail unnecessary expenditure! But its attention was claimed mainly by two legislative measures, the Auckland College and Grammar School Act and the Education Act.

In 1872 the Grammar School was transformed into the Auckland College and Grammar School; "The New Zealand University Act, 1870" had made it lawful for the University to make statutes for the affiliation to or connection with scholastic or collegiate institutions in the Colony. Macrae's report to the Board for 1872 indicated an unsatisfactory system of teaching by one, if not two, of his masters. In the opinion of H. H. Lusk the teaching of two large classes was thoroughly bad and at his request the Board set up a committee of enquiry consisting of Haultain, Philips, Sheehan, Firth and himself. The Lusk committee reported that Kidd was deficient in some of the special qualities requisite for teaching successfully the classes placed under his charge. On 13 February, 1873, the Board favoured him with that indefinite information. On the 18th Macrae sent a note to Moss asking him to bring before the Board the question of supplying the vacancy caused by the "resignation" of the classical master; he suggested that the Board should advertise for a classical master in New Zealand and Australia, that a member of the staff take temporary charge of the Latin classes, and that a temporary assistant master be appointed. On 1 May, the University Lectures Committee of the Board, under the chairmanship of Haultain, offered Kidd the lectureship in the intrinsically unattractive subject of logic, at £50 a year; he agreed to do what he could to make it more popular but he would have preferred the lectureship in Latin. In 1872 he had been lecturer of the University class in Latin and at the end of the session an address, signed by every member of the class, had been presented to him thanking him for the manner in which the instruction had been conducted. Anderson, however, secured the Latin lectureship. Nevertheless several University students in Latin applied to Kidd for private instruction and paid him fees for preparing them for examinations. Theorell was appointed lecturer in French, and Sloman in mathematics. Sloman had been a pupil teacher under the Board of National Education in Sydney, he had attended the Normal School, and in July, 1864, he had been appointed a junior master in Ipswich Grammar School, Queensland; he had remained there till December, 1868, when he had entered Sydney University and in December, 1871 he had graduated B.A. with honours in classics and mathematics. He had seen the advertisement in the *Sydney Morning Herald* of 26 August, 1871:—

> Auckland College and Grammar School. — Wanted, an Assistant Master, who must be able to take classes in English, Mathematics, and French or German. The salary will be at the rate of £250 per annum. Applications, with testimonials, addressed to the Secretary of the College and Grammar School Board, Auckland, New Zealand, will be received until noon of 11 October, 1871. The gentleman elected will be expected to enter on his duties on 1 February, 1872. — R. J. O'Sullivan, Secretary.

This advertisement had not appeared in New Zealand papers, and Sloman had entered the Grammar School in February, 1872, as assistant mathematics and French master; at that time he was about 29 years old. The teachers who left the school soon after the report of the Committee of Enquiry were Kidd, Flower and Wyatt. In a letter to the Board, dated 13 August, 1873, Macrae referred to "the approaching retirement of Mr Wyatt and Mr Flower" and recommended certain staff appointments; at the same time he suggested that the school be divided into two departments, the Upper, consisting of the 1st, 2nd and 3rd classes, and the Lower, comprising the 4th, 5th and 6th classes. In October, 1873, F. D. Kent was appointed senior assistant master, W. Tomlinson became second assistant master, John Curnow of Scotch College, Melbourne, in November accepted the position of English master, Sloman succeeded to the mathematics mastership, Anderson became classical master, and J. Robertson of the Thames School successfully applied for the position of junior master.[1] During the University session of 1873 the Inspector for the University, the Rev. John C. Andrew, reported of Auckland that "the standard in general is not high"; but he added, "It is not, however, all the University classes at Auckland which are of this elementary character. Dr Kidd's class in logic, very fairly attended by a number of intelligent young men, for the most part engaged in business through the day, and of an average age of twenty-five years, would pass muster with an ordinary set of undergraduates in the University of Oxford in the same subject. I confess that I was agreeably surprised by this lecture. The subject is one which does not usually attract the attention which it deserves." In spite of this, Lusk, Haultain and Reed excluded Kidd in 1874 from all official connection with University education in Auckland. In a letter to Kidd, Lusk added insult to injury. "The decision come to by the Committee," he said, "was arrived at after a very careful investigation of the circumstances of the case, and especially of the results of the Evening Classes for the past two years." Thus Macrae effectively cleared the school of its old collegiate-commercial school associations.

On 15 June, 1877, the Education Board resolved, on a motion of O'Rorke, that a Bill should be introduced into the General Assembly enabling the Board to borrow on the security of the Grammar School endowments, a sum not exceeding £10,000 for the purpose of erecting a Grammar School, capable of accommodating fifty boarders, with a residence for the headmaster; the Board also resolved that the Bill should contain provision for dedicating Government House as an Auckland University and a portion of the grounds as a site for a Grammar School. Five years earlier O'Rorke had suggested that Government House should be taken over for a University. "The Auckland College and Grammar School Act, 1877" made special provision for the management of the school. Its Board of Governors was to consist of the Mayor and six other members, three of whom were to be elected by the Board of Education and three elected jointly by the members of the Legislative Council usually resident within the Provincial District of Auckland and the members of the House of Representatives for the several electorates of that district. *The New Zealand Gazette* of 10 January, 1878, advertised 25 January as the day on which the Governors were to be elected. When the Board met for the purpose of electing three Governors it was of the opinion that the election should devolve upon the Board which was to be constituted under the 1877 Education Act. It therefore requested the Governor to appoint some day subsequent to the establishment of the new Board. The date decided upon was 5 April and on that day Gillies, Haultain and Campbell were elected. The other governors were the mayor, Henry Brett, David Limond Murdoch, Theophilus Heale and O'Rorke. A Proclamation was made in the *New Zealand Gazette* of 11 April by authority of Section 6 of the Grammar School Act naming noon on Tuesday, 16 April, 1878, and the Board of Education rooms in Wyndham Street as the time and place for the election of a Chairman of the Board of Governors. But Campbell, Haultain, O'Rorke, Brett and Murdoch met on Thursday, the 11th, and elected Gillies, who was absent at the Supreme Court, as their first Chairman.[1] All money and property vested in or acquired by the Board of Education in trust for the establishment and maintenance of the Auckland College and Grammar School or Schools were vested in the Board of Governors. The Governors were also given control of the College and Grammar School or Schools in accordance with the trust under which the trust property was granted originally.

---

[1] The position of junior master was advertised in the Auckland papers in August and Robertson was appointed on 28 August, 1873.

O'Rorke did not allow his activities as a Board Member and Governor to interfere with his industry as the representative of Onehunga. In 1878, and again in 1881, he endeavoured to secure legislative sanction for a Grammar School at Onehunga. The main interest in his attempts does not lie in his scheme to provide a headmastership for a "Home" graduate, nor in the fact that the land to be used for an endowment was in the County of Eden and not in Onehunga, nor that the land was vested in the Education Board, nor even in Swanson's suggestion that the locality referred to in the bills should be changed from Onehunga, one of the smallest constituencies in the province of Auckland, to the more populous Newton, one of the largest constituencies in New Zealand. The principal interest lies in the protest of the Board against O'Rorke's schemes. There were other places of greater importance than Onehunga which could, in like manner, make a demand for special reserves belonging to the Board. It was within the power of the Board under Clause 56 of the Education Act to regulate higher education; and in this respect Onehunga had no special claim. Finally, the Board did not consider that it was in the best interests of secondary education that it should be conducted by a large number of local administrations; it should remain as much as possible in the hands of the governing body of each Education District so as to preserve uniformity of principle.

---

[1] Gillies had succeeded Arney in 1875 as Supreme Court Judge in Auckland.

Land transactions such as those which involved reserves in Parnell and lots in Eden Terrace and Symonds Street belong properly to a history of the Auckland Grammar School. A site for the school had to be found but while it was under the control of the Education Board it continued its uncertain existence in the Albert Barracks. In April, 1873, the Auckland Improvement Commissioners[1] wished the Board to vacate the Princes Street building, but the Board could find no other suitable building; and the year closed with another Improvement Act[2] and the Board ignoring a demand for £12 a month rent from 1 January, 1873. On 16 July, 1874, the Improvement Commissioners repeated their claim and reminded the Board that "the occupancy of the building was only on sufferance". Twelve days later it was instructed to pay within a week or the building would be closed; on the following day the Board suggested arbitration. At a special board meeting on 3 August, Campbell, Haultain, Lusk and Dargaville, considered the rent too high at £150 a year and again suggested arbitration; they did not now question the right of the Commissioners to demand rent, though there is little doubt that they hoped to use the building free of charge. Moreover there was a valuator appointed under Section 26 of the 1873 Act[3] and the Board had the right of appeal.[4] The Improvement Commissioners refused arbitration and in September the rent was fixed at £100 a year from 30 June, 1874. They demanded possession of the school on 1 June, 1878 and the Grammar School Governors — not the Board of Education now — were faced with the difficulty of obtaining a building in which the school could be conducted. The school divided and moved in July into the District Court in Eden Street, a Maori chapel in Parliament Street and St Andrew's School in Symonds Street. For the next eighteen months the Grammar School had no permanent home. At last, on the afternoon of Thursday, 5 February, 1880, a new building in Symonds Street was formally opened by Sir George Grey. Among the fashionable assembly were Haultain, Dignan, Archdeacon Maunsell, W. J. Hurst, J. A. Tole, Rice, O'Sullivan, Gillies and his two brothers-in-law, Farquhar Macrae and the Rev. David Bruce. Campbell, as Chairman of the Board of Governors, introduced Grey as "the founder of this college". Grey hoped that the school would have academic successes; but he also hoped that it would help to "regenerate the islands of the Pacific". He recalled that his first step had been to secure an endowment. "It was clear," he said, "that the best mode of attaining this end was to select such an endowment from the residue of the lands of the Crown, either within the city of Auckland or in its immediate vicinity, as were still undisposed of." His next step had been to devise a charter vesting these lands in trustees “upon terms sufficient for the purpose, yet hampered by no onerous conditions which might unnecessarily fetter future generations”. “Some very able men,” he said, “lent their assistance in the preparation of such a charter. It was drawn by them, executed by myself, and duly issued.” The school was opened “for the instruction of youth, not only of New Zealand and the provincial district of Auckland, but of all parts of the world”. [1]

---

[1] "The Auckland Improvement (Albert Barrack Reserves) Act, 1872" constituted a Board of eleven Commissioners – the Superintendent of the Province, the Speaker of the Provincial Council, the Mayor, the Provincial Secretary, J. M. Clark, Francis Dart Fenton, Theophilus Heale, William Thorne Buckland, Thomas Macready, James Mackay junior, and one member nominated by the Council of the Borough of Auckland.

[2] "The Auckland Improvement Act, 1873".

[3] John Peter du Moulin's appointment was announced in the *New Zealand Gazette*, 26 February, 1874.

[4] Section 28 of "The Auckland Improvement Act, 1873".

The Education Bill was introduced into the House of Representatives by Bowen, Minister for Justice, on Tuesday, 24 July, 1877. “One of the difficulties,” he said, “that arise on the question of education, when the State takes the matter up, is occasioned by the different opinions men hold as to central and local administration — how far control should be enforced, and how far the system should be locally administered.” During the Second Reading, on 3 September, Bowen described the measure as a “most decentralizing Bill”. The country was divided into the Education Districts of Auckland, Taranaki, Wanganui, Wellington, Hawkes Bay, Marlborough, Nelson, North Canterbury, South Canterbury, Westland, Otago and Southland. The State remained the highest authority, the Boards were intermediate bodies, and the Committees attended to minor local functions. In William Fox’s words, it was dispersion with concentration. Sections 24 and 35 of the Act set out the powers of Boards. Section 24 stated, —

> Each Board shall be a body corporate under the name of “The Education Board of the District of (naming it),” and by such name shall have perpetual succession and a common seal, and may take and hold land for the purposes of this Act, and may do and suffer all such acts and things as bodies corporate may do and suffer.

Section 35 stated, —

> Subject to the provisions of this Act, the Board of each district shall establish and maintain public schools within the district, whether such schools have already been established under the provisions of any Ordinance or Act hereby repealed or shall be established by the Board under the provisions of this Act; shall promote the establishment of school districts within such district, and define the limits thereof, with power to alter such limits as the Board shall see fit, and to divide any such school district into two or more school districts or parts of districts, or to combine two or more school districts or parts of such districts into one; shall appoint and remove officers and teachers in the manner provided by this Act; may establish scholarships, school libraries, and district high schools; shall raise the moneys required to be raised for the purposes of this Act, and administer the funds granted by the Education Department, and all other funds which may become the property of the Board; and generally shall have and exercise all the duties and functions imposed by this Act.

It was absolutely necessary, explained Bowen, that where seven-eighths of the whole cost of education would be thrown upon the Consolidated Fund, Parliament should retain the ultimate regulation and control. William Rolleston (Avon) wanted to know how the Government intended to make its finance balance and H. H. Lusk (Franklin) was unable to see how it was possible to conduct the national system then in force in the colony with the means supplied by the Colonial Treasury. Just how impossible and frustrating it was Lusk was soon to discover from practical experience. In his account of the progress and condition of public education in New Zealand during the year which ended on

---

[1] If we can believe the *New Zealand Herald* Grey also told his intellectual audience that “Life, if we will it, is a beneficent immorality” !

31 December, 1877, Ballance reported that the Education Boards began 1877 with credit balances amounting to £43,569 of which no less a sum than £41,184 was in favour of the Canterbury and Otago Boards; against this he set the liabilities of Auckland, Wellington, Marlborough and Westland amounting to £11,036. He gave three causes for this state of affairs. First, there had been an understatement of the rates of payment; second, the average attendances had been underestimated; third, receipts from reserves had been over-estimated. Consequently, the grants to Boards during 1877 proved quite insufficient to meet the claims of the several Boards. Wellington, Marlborough and Westland continued during 1877 to acquire debit balances. In Auckland there was an increase in the number of reserves leased; but the Board could supply nothing more than the barest necessities in its schools, its teachers required increased salaries, and the lack of school buildings and residences was a most pressing want. When the Act came into operation on 1 January, 1878, the Boards had not the means at their disposal for the erection of new school buildings commensurate with their increasing requirements.[1] Ballance drew attention to another difficulty which attended the administration of the education vote. He explained that although Boards had received payments from the Government since the close of 1876, no definite principle had been laid down for regulating them. The grants to Boards from 1 July, 1877, were made in proportion to the average daily attendance. But it was not till the end of January, 1878, nearly seven months after the start of the financial year, that the Department was organized. It was then found, said Ballance, on a comparison of the attendance with the issues to the different Boards, that in several instances the payments were quite out of proportion to the amounts warranted by Statute. During 1878, Westland experienced a continual financial struggle; Wanganui had an unavoidable overdraft; and Auckland, even with the strictest economy, was unable to keep its expenditure within its income. Ballance's observation that the administration of educational affairs by Boards during 1878 was somewhat unsettled was a mild understatement. Apart from financial control the Government intended that the whole staff of inspectors throughout the colony should be under the Central Department. This, even more than fiscal matters, was likely to reduce everything to a dead level. Sir George Grey (Thames) shuddered at the thought of "one class of teachers, all trained in the same class, imparting but the one set of ideas, and their teaching regulated according to the wishes of inspectors who, also, were of the one mould". The appointment and control of inspectors, however, were not taken over by the central authority and the Boards preserved an important aspect of their educational nature. It was not the desire of the Government or the intention of the measure, said Bowen, that more regulations should be issued from the Central Department than were absolutely necessary or were demanded by the Boards themselves. In the light of that statement Section 100 makes interesting reading:—

---

[1] *Second Annual Report of the Minister of Education* (30 June, 1879).

> The Governor in Council may, subject to the provisions of this Act, from time to time make, alter, and repeal regulations and orders —
> (1) For the organization and management of the Department of Education.
> (2) For defining the principle on which daily average attendance shall be calculated.
> (3) For the examination and classification of teachers.
> (4) For the employment, education, and examination of Pupil Teachers.
> (5) For the issue of certificates of competency to teachers.
> (6) For the establishment and management of normal or training colleges.
> (7) For defining the standards of education which, under the provisions of this Act, may be prescribed by regulations.
> (8) For prescribing the times and manner of auditing the accounts of Boards and Committees.
> (9) For making such other regulations as may be necessary to secure the due administration of this Act. And all such regulations shall fix a day on which the same come into force, and shall be published in the *Gazette*, after which they shall have the force of law, and shall be laid before both Houses of the General Assembly as soon after they are passed as circumstances will permit.

As a decentralizing measure the 1877 Act was a grand illusion.

During the committee stage the Bill was altered considerably, and before it reached its third reading and was transferred to the Legislative Council tempers, both in and out of Parliament, were frayed as secondary education, centralization, secular instruction, and religion were debated. On the vote 'That the Bill be now read a third time' the numbers were 43 against 16. Among the sixteen Noes were Sir George Grey (Thames), O'Rorke (Onehunga), J. A. Tole (Eden) and Patrick Dignan (Auckland City West). The Governor's assent was given on 10 December and the General Assembly Act "The Education Boards Act, 1876" and the Auckland Provincial enactments, "The Education Act, 1872" and "The Education Act 1872 Amendment Act, 1874" were repealed. Associated with this Act was "The Education Reserves Act, 1877" which repealed the Auckland Provincial Acts, "The Education Reserves Management Act, 1871" and "The Education Reserves Management Act 1871 Amendment Act, 1871". One-fourth part of all education reserves which had been vested in the Education Board was set apart specially as an endowment for secondary education within the provincial district and the remainder was set apart for primary education. The Act provided for the appointment of five School Commissioners, three appointed by the Governor and two by the Board of Education. In Auckland the first Commissioners appointed by the Board to hold office for three years were Campbell and May; the other three were James Dilworth, John McEffer Shera and Daniel Austin Tole. The Commissioners met for the first time on Friday, 16 August, at the office of the Education Board. Lusk, Chairman of the Education Board, and Tole, Commissioner of Crown Lands, were appointed arbitrators "with full power and authority to equitably apportion reserves" and their award was gazetted on 12 December, 1878. Part I of the Education Act referred to the Department of Education, Part II to Education Boards, Part III to School Districts and School Committees, and Part IV to Public Schools and their management.

Part IV did not apply to public day schools only. Under Section 86 of the 1877 Act every male teacher in charge of a public school could open an evening school for pupils above 13 years of age; the teacher could charge a fee for the instruction, subject to the approval of the School Committee. During 1879 there were 19 of these schools known to the Board — Beresford Street (with average attendance of 12 pupils), Nelson Street (26), Devonport (11), Hamilton East (8), Hamilton West (14), Hautapu (3), Kohe Kohe (3), Lucas' Creek (5), Maungatawhiri Valley (3), Panmure (7), Papakura (7), Ponsonby (23), Punga Flat (7), Ruatangata West (4), Tauranga (8), Te Rahu (5), Turua (5), Waiokaraka (14) and Woodside (6). The Board had no special information about how the schools were conducted. The subjects taught were generally reading, writing and arithmetic but in some schools instruction was also given in the other subjects specified in Section 84 of the Act. The classes were usually held on three evenings in the week and were attended by male students only. The teacher charged each student a weekly fee of 1/-; and the Board included the night school average in computing the teachers' salaries, but no capitation was received from the Education Department in respect of it. All incidental expenses such as lighting charges were defrayed by the teachers. The Board believed that a grant-in-aid would have encouraged many teachers to open night schools in country settlements where they were often greatly needed. In the City the need was supplied to some extent by the establishment of evening classes in special subjects under the Board of Governors of the Auckland College and Grammar School. The Grammar School classes were held in the Wellesley Street school; Worthington did not apply for permission to open a night school until May, 1881. Four months later a night school was opened in the Parnell Schoolroom under the tuition of the second master, J. C. Adams, B.A. In September, 1881 the City District Schools Committee requested the Board to subsidize a male teacher to the amount of £1 weekly to conduct a free evening class in one of the city schools, but nothing was done about a free night school until April, 1887, when the Ven. Archdeacon Dudley and the Rev. H. Bull presented a resolution from a meeting of the clergy of Auckland requesting the establishment of one. After receiving a report from its Training College Visiting Committee, and after the headmasters of town schools had expressed their opinions, the Board opened its Free Night School on Monday, 4 July, at Newton East. Various teachers were associated with it in its earliest stages — W. I. Robinson, W. H. Newton, F. Warren, P. Leonard, E. T. Hart, G. Healey, J. C. Dickinson, C. M. Carter, R. B. Reid and W. H. Draffin. At last, James Grierson, then 34 years of age and assistant master at Newton West, was appointed Head Master at a salary of £200 a year; he was also required to teach during the morning of each schoolday and to assist in the work of the Teachers' Training Class on Saturdays.

Part IV of the Education Act also included the compulsory-education clauses. In May, 1880, the City District Schools Committee requested the Board to grant it £80 annually towards the payment of salary to a duly qualified person to be employed as a default officer under the compulsory clauses. The Board wondered if the police could enforce the Act, and in August, Hislop informed the Board that the Government was willing to give police assistance but it was anxious that the greatest caution and care should be exercised; his advice was that the Board, District Committee and Police should confer. After a meeting with the Police, the Committee suggested to the Board that the appointment of officers necessary to ensure the working of the compulsory clauses should be left in the hands of the Inspector of Police, that these officers should take notice of the children who did not appear to be attending schools and warn their parents, that if a notice according to the Third Schedule were served and disregarded the matter should be reported to the Committee who would then consider the next move. In 1880, the Police Force was being reduced and although the superintendent in Auckland, J. H. Thomson, was co-operative, he protested that constabulary duty was excessive. However, by December the Defence Department had intimated to the Education Department that the officer at Auckland had been instructed to render assistance in accordance with regulations which had been sent to him. The police cautiously ascertained if there were any children over seven and under thirteen years of age not attending school, in contravention of the law; they made notes of the facts, took the names of the parents and guardians and at the same time explained the law relating to school attendance to them. In cases where the law was being contravened, reports were made so that the School Committees could issue notices along the lines of the Third Schedule. If, after the service of these notices, the contraventions continued, reports were again made so that the School Committees could institute proceedings. The police were expected to serve both notices and summonses, attend Court to prove cases, and give assistance to the School Committees in enforcing the compulsory clauses. Largely because of attention given by the newspapers to the question of the enforcement of the compulsory-attendance clauses, the roll numbers had increased considerably by the end of 1880. Of the City schools only High Street and Beresford Street could accommodate more children. When the police began to take action in the City, the Committee had to defer taking action in the matter owing to the lack of sufficient school accommodation. At the beginning of 1882 the Board addressed three questions to the School Committees, — first, if the provisions of the Act relating to compulsory attendance had been brought into force, second, if the assistance of the police had been obtained, and third, if any convictions had been obtained under Section 93. By the end of September, 157 returns had been sent in.[1] Twenty-seven committees reported that the compulsory clauses had been brought into force; the first school to do so was Hamilton West on 1 April, 1878; in some cases it had not been necessary and in some others there was no accommodation for any more children. Only eight committees had obtained police assistance and in only four instances had convictions been obtained.

At the end of 1886 the Auckland City Schools Committee asked the Board firstly, to provide separate school accommodation for the purpose of bringing into operation the clauses of the Act relating to compulsory attendance, and secondly, to appoint a truant officer. The Board voted a salary of £120, with a £10 travelling allowance, for a truant officer for the city and suburbs, and rented premises in Albert Street for use as an "auxiliary" school. The school was opened in March, 1887, as a public school under Sections 74 and 84 and was maintained under the local management of the Committee in every respect as a public school — although William Pember Reeves, when Minister of Education, had the impression that it was *sui generis.*[1] By the end of the year the roll number was 124, with an average attendance of 86; the children were distributed among the Infant Classes and Standards I to III. By September, 1896, the roll number was 254 with an average attendance of 234. There was no compulsion to attend this particular school; truant children were not committed to it and they could attend any other public school. The name "truant school" was used by the Press, probably because it was established simultaneously with the appointment of a truant officer. This school provided education for neglected children.[2] It was the duty of the truant officer to find these children and encourage them to attend.

---

[1] Lake, Pukeatua, Stokes' Point, Panmure, Raglan and Whau did not provide answers.

On 22 February, 1887, the Board approved the appointment of James Stormont Small, aged 43, as truant officer. He commenced his duties at a time of depression when many families were leaving Auckland and some parents were using their children as a means of support. He made daily rounds of the haunts of the truants, spoke to the children and persuaded many of them to go to school; during 1888 he interrogated 1762 children around the streets, lanes and wharves of Auckland. He also visited 568 homes — 293 in the City District, 174 in Newton, 24 in Mount Albert, 20 in Grafton, 11 in Parnell, 24 in Ponsonby and 22 in Newmarket. Parents frequently sent their children long distances when there were schools near their homes. Thus 30 per cent. of the homes visited in the Newton district were on behalf of the City and Grafton schools. When visits to parents failed, Small used the summons; this usually had an immediate effect, and in only 12 cases during 1888 were legal proceedings taken. A large part of his time was also taken by the Albert Street School. When he was first appointed his duties were in connection with five schools; during 1888 the number increased and alone he patrolled the City area, Newton, Grafton, Mount Albert, Parnell, Newmarket and Ponsonby, speaking to children, visiting homes, tactfully procuring scholars for G. M. Burlinson at Albert Street, personally presenting summonses, arranging legal proceedings, visiting public and private schools, writing reports, even taking some recalcitrant youngsters to school — but with no extra salary. His duties were made more difficult and confusing by the lack of sufficient school accommodation. For the three years, 1886, 1887 and 1888, the numbers of children refused admission to city and suburban schools were 200, 390 and 112 respectively; on the Thames Goldfields the numbers were 112, 100 and 40; in Auckland the worst case was at Nelson Street where 300 children in 1887 and 100 in 1888 were refused admission.

---

[1] W. J. Habens to V. E. Rice, Wellington, 30 July, 1891.
[2] See a letter signed E. Carr in the *Dunedin Evening Star,* 7 March, 1891.

As the funds for the maintenance of education were regulated solely by a capitation grant based on the average attendance of scholars, a serious loss was incurred through the daily absence of a large percentage of the children. The matter received some prominence in the middle of 1884. The Inspector's Report for 1883 (dated March, 1884) showed that for the quarter which ended on 31 December, 17,120 names appeared on the rolls of 217 schools; but for the same period the average attendance was only 13,348, or slightly more than 77 per cent. of the roll-number. Generously allowing that half of the absences were genuine there was still a preventable loss of revenue to the Board of over £6000 a year. At a Board meeting Goldie stated that teachers were only anxious for the regular attendance of their pupils in order to keep up their salaries. Yet out of the £6000 which might have been saved in 1883, Auckland teachers would not have received more than £300 amongst them all, so poorly were they paid. Goldie's statement did not go unnoticed. It roused the indignation of Worthington, president of the New Zealand Educational Institute. Looked at from a business point of view he could see no great harm in encouraging regular attendance. "But," he said, "in the name of the teachers of New Zealand I cannot allow the statement to go forth without contradiction. Teachers are anxious to have a regular and punctual attendance of their pupils, because the regulations of the Board make it a part of their duty to secure it, and without it there can be no real progress." In 1889 statistics still showed that for every ten scholars on the school-rolls two were absent daily. The Board called the attention of Committees to the loss incurred by this irregular attendance. It also pointed out that every interruption of regular attendance tended to hinder the course of a child's training and instruction; the teacher was discouraged; and the whole school suffered. Some districts issued Good Attendance Certificates in terms of Section 79 of the Act. Until Small retired on 31 January, 1910 and was succeeded by his son Harold, the principal statutes which affected his work in particular were "The School Attendance Act, 1894", "The School Attendance Act, 1901", "The Education Act Amendment Act, 1907" and "The Education Act, 1908".

Nothing in the 1877 Act was made binding on the Maoris[1] but any Maori was at liberty to send his children to a public school. "The Native Schools Act, 1867" had made provision for the establishment and maintenance of schools for the Maoris under the Department of Native Affairs and "The Native Schools Act Amendment Act, 1871" had provided for the establishment by the Native Affairs Department of village schools. In 1880 there were no Maoris attending Nelson Street, High Street, Howe Street, Devonport, Grafton Road, Newton East, Newton West, Parnell, Ponsonby, Kauaeranga Boys', Waitangi and Russell. By the end of 1887 the numbers of Maori and half-caste pupils attending public schools in the Auckland Education District were as follows:—

---

[1] Section 10:—The word 'Maori' shall include every person of the aboriginal race of New Zealand and every person one of whose parents was a native of such race: But no half-caste shall be deemed a Maori within the interpretation of this Act unless he shall be living as a member of some Native tribe or community.

Ages	Maoris		Half-castes living in Native Fashion		Half-castes living in European Fashion		Total
5 and under 6	B. 5	G. 1	B. –	G. 2	B. 14	G. 10	32
6 and under 7	B. 8	G. 1	B. –	G. 1	B. 10	G. 25	45
7 and under 10	B. 18	G. 19	B. 2	G. 2	B. 66	G. 45	152
10 and under 13	B. 15	G. 13	B. 2	G. 2	B. 38	G. 43	113
13 and under 15	B. –	G. 2	B. –	G. –	B. 20	G. 13	35
Above 15 years	B. –	G. 2	B. –	G. –	B. 2	G. 3	7
	46	38	4	7	150	139	384

The admittance of Maori children to public schools was not always accepted without opposition from Europeans. At Taheke, for example, some settlers objected when the teacher allowed some natives who lived nearly five miles from the Otaua Native School to attend. At Rotorua some Maoris were admitted whereupon William Kelly and J. McRae withdrew their ten children. Kelly, as a Member of the House of Representatives, should have known that a Maori could attend a public school, that a teacher could forbid attendance only if the child were diseased, dirty or incorrigible, and that the School Committee had the management of educational matters within the school district. The status of the Rotorua school as a public school was involved again in 1888 when the Ohinemutu Native School was closed and the children were permitted to attend the Rotorua school. H. D. Johnson's attitude differed from Kelly's; he looked forward to the time when the Native School would be closed. "I think," he said, "that the introduction of the Maori children to the public schools by degrees will prove most advantageous." The question of Maori children attending Board schools had been encountered before the passing of the 1877 Education Bill. In 1873 the Board had asked the Native Minister, Donald McLean of Napier, what proportion of the charge for education the central Government would pay in cases of Maori children admitted into the common schools; the Government agreed to allow the ordinary rates in every instance, and in cases where the inspector thought that some further allowance ought to be made on the ground of additional trouble to the teacher it agreed to consider favourably any reasonable demand. The position was reversed in one instance during 1876. The Native Minister — now Sir Donald McLean — permitted certain European children to attend the Native School at Orakei upon the understanding that the sum of £15 per annum, proposed by the Board, was paid through the office of the Civil Commissioner into the Public Account. But in September, 1877 the Russell School Committee excluded native children from the school. Although there was nothing in the 1872 Education Act which applied to "the aboriginal native of New Zealand" the Board desired to encourage the attendance of native children at the district schools. Again in October when a Maori requested that her child should be admitted to the Russell school the Committee resolved that no Maori children would be admitted. The Board could do no more than advise the Russell Committee to regard its policy as a "directive" in terms of Section 20 of the 1872 Act; and Section 34 of the same act provided for the exclusion of the unclean, diseased and incorrigible. In November, the Maori child was admitted. "A very ill-advised proceeding," commented O'Sullivan.

The result of this move was the entrance of native children and the almost total withdrawal of European children. "However this mixing of the two races may act elsewhere," said J. MacFarlane, chairman of the Committee, "it is quite evident that it will not do here." The position was clarified by Clause 10 of the new act but it was the opinion of the Russell inhabitants that a native school at Rawhiti, where there was a large native population, should be established. In 1879, Rolleston brought the native schools under the Education Department.

The Act of 1877 provided that for every school district there should be a School Committee consisting of seven householders resident within the school district. Upon receiving a memorial from not less than ten householders of any locality praying for the erection of their locality into a separate school district, or upon receipt of an inspector's report, the Board could convene a public meeting of local householders for the purpose of electing a Committee. The first meetings of the householders in every school district were left to the Board to arrange and on 8 February, 1878, the Auckland Board decided on the times and places for the first meetings of householders under the new Act, and the times and places for the first meetings of School Committees after election. The Act provided that in each year after 1878 the householders' meeting would take place on the fourth Monday in January, after being publicly notified at least fourteen days previously; the duration of office of each Committee, then, was one year. It was provided that at the School Committee elections every voter would be entitled to a number of votes equal to the number of the Committee to be elected; according to this method of cumulative voting the elector could give all his votes to one candidate or he could distribute them among the candidates. When he had introduced the Bill, Bowen had told the House that the management of education would not be handed over to bodies elected for totally different purposes. "A great many men," he said, "who are most valuable counsellors for carrying out public works and conducting the ordinary affairs of a county or borough, may not have particularly interested themselves in the question of education, which is a specialty." It is impossible to see that committees elected by householders and Boards elected by these committees were any more fitted to manage education than committees whose special interests were highways and bridges. An election by householders did not ensure that future committees would be better fitted for the educational task than their predecessors. "Estimable as members of School Committees may be," said William Fox (Wanganui), "we know the class of which they are composed. They are very seldom composed of persons who can be supposed to have studied this question of education as a science and an art. It is not merely by having received a common school education ourselves, but by having some knowledge of the art and science of education, that we can conduct with intelligence its operations." Edward Wakefield (Geraldine) was even less complimentary to the Boards. They were a mere relic of provincialism, he said. They were useless, cumbrous, absurd, and had not exercised any useful function nor were they likely to in the future. The Boards, he continued, knew nothing of the management of schools and were compelled to rely on inspectors; as a result teachers were removed and appointed without the Boards having the slightest knowledge of their capabilities. H. H. Lusk (Franklin), on the other hand, heartily agreed with local management through Boards. He agreed, however, that too few were fitted for posts on Boards and that many years would pass before it would be possible to raise to a higher standard the intelligence and the education of the average School Committee. Very rarely, he said, did School Committees contain more than one or two educated men. Joseph A. Tole (Eden) spoke in terms similar to those used by Fox. "The subject of education," he said, "is really the study of a lifetime. I know of no social question of such general importance." For that reason Fox objected to the kind of local committees that had existed in the colony being entrusted with any considerable extent of functions in connection with the educational system. The only patronage or authority left to committees was the appointment of teachers. There was a feeling that if that were withdrawn from them all interest in their other functions would cease. Because much evil had arisen from allowing Committees to appoint teachers, Lusk wished to see their powers curtailed. "If you take away from School Committees the power to select teachers," said William Rowe (Thames), "you will denude them of all power." Dr James Wallis (Auckland City West) wanted the appointment of teachers to rest with the Committees "for they had very little power now". The Act, however, gave the Board the authority to appoint and remove teachers. It had not been in operation long before the Board experienced some dissatisfaction in the legal interpretation of Clauses 45, 46 and 47 which referred to the appointment and removal of teachers, the continuance in office of teachers appointed before the Act came into operation, the duration of appointment of teachers and cases of summary dismissal. Cholmondeley R. Smith was a teacher who had been appointed under the Provincial Act of 1872; he continued as a teacher under the 1874 Act; and, in accordance with Section 46 of the 1877 Act he continued in the Board's service. In July, 1878, he was employed at two half-time schools, Lucas' Creek and Pukeatua. On 28 January. a notice was sent to him advising him that his engagement would end at the expiration of three months from 30 June. Since the Board gave no reason for this action Smith understood it to be a "dismissal". His successor at Lucas' Creek was the chairman of its School Committee, 73 years old, deaf and illiterate; he held this position for one disorderly week. Now the chairman of the Pukeatua school informed the Board that its action was illegal because his local committee had not been "consulted" as required by Section 45 of the Act. Smith brought an action to recover damages (£100) for wrongful dismissal. It was heard before F. D. Fenton, Judge of the District Court, and a jury of four, on 25 November. It was determined that the terms of an engagement when not broken voluntarily on the teacher's part was a dismissal. The case then rested on whether there had been any consultation of the Committee by the Board within the meaning of the

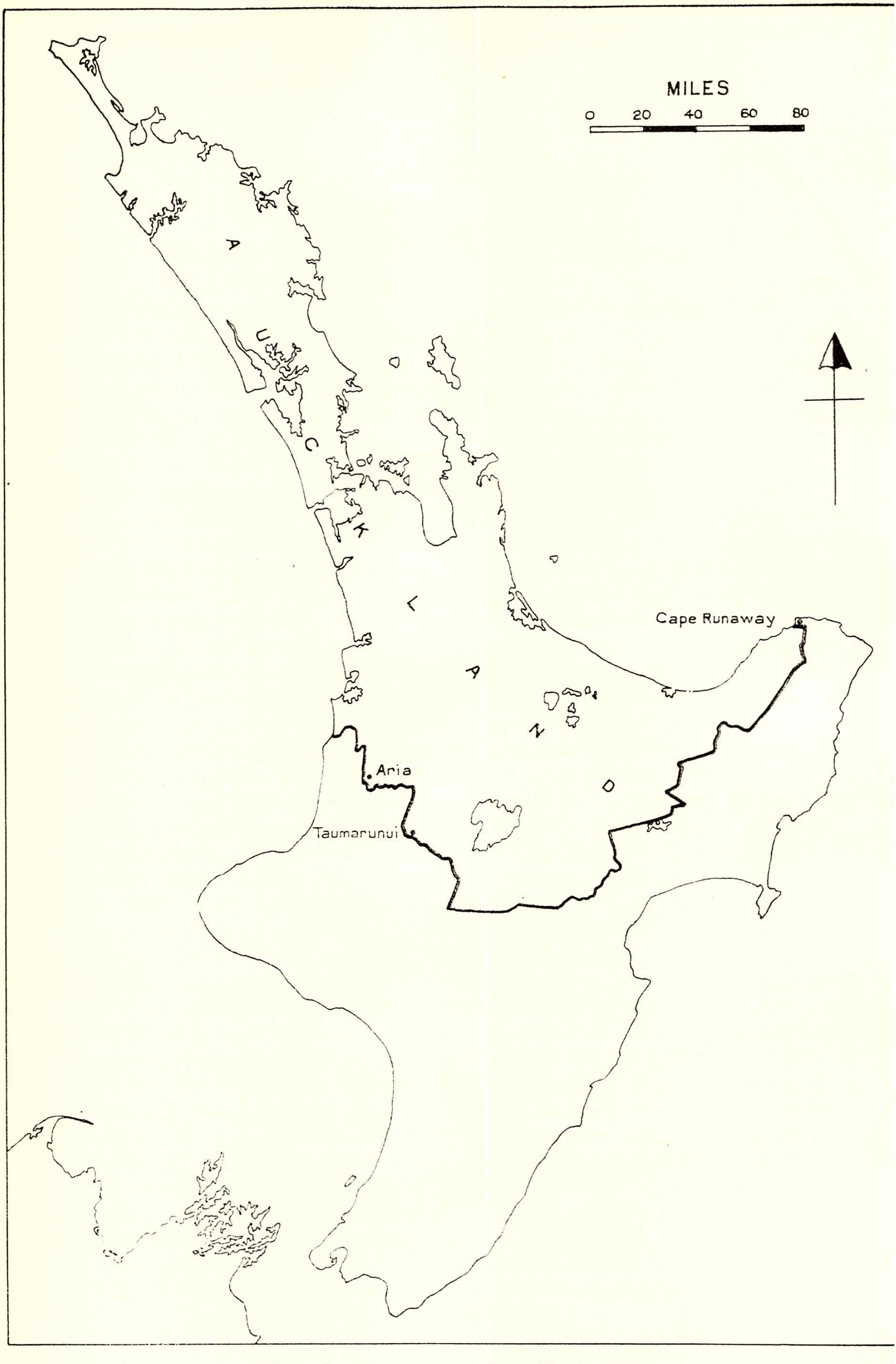
Act. For Smith it was agreed that the notification was only the publication of a resolution passed at a Board meeting and the jury awarded him the full amount claimed.

During January, 1878, each of the School Committees transmitted to the Board the names of two persons qualified to be members of the Board; the Board then publicly notified the names of these persons and also sent them to each Committee. In February each Committee sent to the Secretary of the Board a list in writing, setting forth the names of not more than nine of the persons whose names had been notified publicly. On the morning of 8 March Rice opened the voting papers and in the afternoon the counting was completed. The chairman, H. H. Lusk, thereupon signed the notification required by the Act, declaring the election of Luckie, Campbell, May, Haultain, Moat, Lusk, O'Rorke, Dargaville and Prime as the Education Board of the District of Auckland. Members of the Board between 1878 and 1890, inclusive, were — John Logan Campbell, Joseph McMullen Dargaville, Theodore Minet Haultain, David Mitchell Luckie, Hugh Hart Lusk, Joseph May, William Pollock Moat, George Maurice O'Rorke, Frederick Lambert Prime, Samuel Luke, James McCosh Clark, Thomas Peacock, Frederick Joseph Moss, David Goldie, Richard Hobbs, Richard Laishley, Donald Hugh McKenzie, Theophilus Cooper, James William Carr, William Francis Buckland, Professor Thomas George Tucker, Professor William Steadman Aldis, John Henry Upton, James Marshall Lennox, Frank Lawry, Richard Udy, Richard Monk, William Motion, James Muir and Alexander Grant. The Education District of Auckland consisted of the Counties of Mangonui, Hokianga, Bay of Islands, Hobson, Whangarei, Rodney, Waitemata, Eden, Manukau, Raglan, Waikato, Waipa, Coromandel, Thames, Piako, Tauranga, Whakatane, East Taupo, West Taupo and Kawhia. Rice notified the School Committees and teachers in the Counties of Cook and Wairoa in Hawkes Bay that the Auckland Board would cease to administer their schools after 30 April. On 31 March, the new Board took office.

CHAPTER 8

NEW OCCASIONS TEACH NEW DUTIES

The first meeting of the Education Board of the District of Auckland, under "The Education Act 1877", was held at the office of the Board, Wyndham Street, on the afternoon of Friday, 5 April, 1878, and in accordance with Section 33 the men there assembled elected Campbell chairman. During 1878 and 1879 several office appointments and staff changes were necessary for the administration of the new Act. In April, 1878, Moss resigned as Treasurer and Major Edward Lister Green was appointed in his stead. In the following month the Board received H. H. Lusk's resignation and at the same time appointed him to the more lucrative position of its solicitor. Former provincial auditors were retained as auditors of the accounts of Local Bodies but on 15 January, 1879, Louis Adolphus Durrieu was appointed auditor of the accounts of the Auckland Education Board. At about the same time the Board called the attention of School Committees to Sections 82 and 103 of the Act and to the Order in Council dated 23 January, 1878 containing regulations for the auditing of Committees' accounts. Green did not remain long with the Board; on 20 August, 1880, the Board resolved to notify him that his service would not be required after 30 September; and on 10 October the empire of Rice was extended when the office of treasurer was added to that of secretary. The composition of the Board itself changed considerably in the first two or three years. In July, 1878, Samuel Luke succeeded to the place vacated by Lusk. In November a ballot was held and as a result Luckie, O'Rorke and Haultain retired on 31 March, 1879; the election of that month returned James McCosh Clark, Haultain and Thomas Peacock to the Board. Campbell resigned as chairman in April. In April, 1878, Gillies, Haultain and Campbell had been elected by the Board as Governors of the Auckland College and Grammar School; when Gillies resigned in March, 1879, he was succeeded by J. McCosh Clark. Clark was also elected chairman of the Education Board. As the result of another ballot held in November, Campbell, Luke and Frederick Lambert Prime retired on 31 March, 1880; but all were returned immediately. In August, 1880, Haultain resigned, to be succeeded in October by F. J. Moss. Campbell, too, resigned in October and his place was taken by David Goldie. The third, and last, ballot was held in November, 1880, and accordingly Dargaville, May and Moat retired in March, 1881; during that same month voting envelopes were returned by 132 school committees and Moat, Dargaville and Richard Hobbs were elected members of the Education Board of the District of Auckland. By this time most of the instructions contained in Section 15 of the Act had been satisfied.


MILES
0
20
40
60
80
A
U
C
K
L
A
N
D
Cape Runaway
Aria
Taumarunui

The Education District of Auckland, 1878.

Until the new Board could compile its code of rules it added certain regulations from time to time as occasions demanded or as members were inspired but of the members who initiated additions to the rules and regulations — Laishley, Goldie, McKenzie, Luke, Buckland, Cooper, Clark, Moss, Carr and Tucker — none was more enthusiastic than Southampton-born Richard Laishley. A lawyer, Laishley was elected to the Education Board in March, 1882, along with J. M. Clark and F. J. Moss to fill the vacancies left by Clark, Moss and Peacock. In April, 1883, he was elected Chairman in succession to Moat.[1] His first innovations were modest; they referred to fires, absences and the auditing of School Fund accounts. But as soon as he was Chairman, there were few subjects that escaped his reforming zeal, — data to committees, inspection, physical training, "sympathetic accord", "true education", elementary instruction, teachers' examinations, holidays, religious instruction, and attendance at Training Classes. In May all meetings of the Board were opened to the public. On 20 April, 1883, the Board was persuaded to espouse the cause of local self-government and resolved to take School Committees into its confidence "and have their requests and advice in all cases acceded to and followed, unless there be clearly very exceptional reasons to the contrary, and that in view of this, whenever a question of the appointment, suspension, or dismissal of a teacher arises, not only should the school committee affected be previously consulted, as required by the 45th section of the Act, but have all the data in the possession of the Board scrupulously submitted to them, in order to guide them in forming a sound opinion on the subject under consideration". This was in line with the address Laishley had made on 28 January, 1881, when he had been elected chairman of the Nugent Street (Grafton) School Committee. Disputes between school committees and the Education Board, he had said, arose through school committees being unaware of their true status in the educational system. He had impressed upon the Grafton householders that as the school committeemen were the immediate representatives of the people they were therefore superior to the Board, which was only a body appointed by school committees. The position had been reversed and the Board had assumed itself to be a body superior to committees, and the committees, in their turn, had been guilty of what Laishley had termed "contributory negligence". In the 'eighties, as always, the control of finance determined which was the superior body. Without the Board the committees had no funds except voluntary contributions and the Board was not liable for any expenditure incurred by these immediate representatives of the people or by the teacher unless it had been sanctioned previously by the Board.

On 22 June, 1883, the impressionable Board, encouraged by Laishley, resolved that physical training should be treated practically in the schools as "pre-eminently the primary consideration". O'Sullivan cordially concurred and made several recommendations to the Board. He was doubtless aware of the teaching and gymnastic feats of W. J.

---

[1] Moat resigned from the Board in May, 1883, and his place was filled by William Francis Buckland.

Barlow. The muscular powers of the Kauaeranga boys in 1880 "had increased to a much greater extent than had been the case at any other school, owing to the use of the horizontal and parallel bars". To the Kauaeranga girls Barlow "awarded the palm" for their aptitude at drill. "Their quiet and ladylike demeanour and graceful deportment," he reported, "is owing in a great measure to the régime of the Mistress, Miss Haselden, seconded doubtless by my physical training in some small degree." In the early 'eighties the time usually given to the subject of gymnastics was half-an-hour weekly, except in schools where the instructor attended and the time for each division was from half-an-hour to fifteen minutes extra. The Board followed O'Sullivan's advice and twenty minutes daily were added to the time formerly allowed for gymnastic exercises without apparatus, a gymnastic class for teachers was opened at Thames on Saturdays, a similar class for head teachers was opened at the Training College, and gymnastic exercises in schools were limited to those given by means of dumb-bells, wands, Indian clubs, rings, horizontal and parallel bars, together with extension motions and marching. The drill instructor in Auckland was Lieutenant-Colonel Owen Mahon, N.Z.V., of Newton; the teachers who attended his classes attempted, with varying degrees of ability, squad drill, company drill, bar-drill and dumb-bell exercises, Indian clubs, wand, ring and disciplinary exercises, and infant-school drill.

Laishley resigned from the Board on 6 November, 1883 in order to go overseas and Hobbs was elected Chairman until April, 1884. [1] While he was a member of the Board Laishley wrote a pamphlet entitled *Education and Educators* in which much that was stimulating from an educational point of view was swamped by wholesale quotations and pedantic, classical tags and allusions. He was in favour of kindergartens, and preferred a school entry age of seven to one of five years. The competency of schools was not sufficiently tested; indeed there was no systematic inspection and some schools remained uninspected for years and the public was deluded when only a few children selected at the caprice of the teachers were examined. Large classes, such as those of 70 or 80 children at Wellesley Street made a farce of individual teaching. He felt that school "matériel" — the word "media" was not yet in use — should not be supplied by the Board. A paragraph in the *Times*, he thought, aptly described the graduates of Auckland's primary schools about 1882, — "The public elementary scholar now emerges from the six standards a mere useless pedant, his head filled with worthless stuff, and without either the will or the power to turn it to account." The most valuable part of Laishley's pamphlet was that in which he discussed the choice and qualifications of members of the Board of Education. His demands even gained in pertinency as time passed. He agreed with J. S. Mill that "the electors ought to be unremitting in their search for a representative of such calibre as to be entrusted with full power of obeying the dictates of his own judgment". A member of an Education

---

[1] At a special meeting on 5 April, 1882 the Board had decided "that for the future the Chairman shall be elected annually, such election to take place at the first meeting in April". Hobbs was re-elected in April, 1884 and was Chairman until 19 September when he resigned from the Board and was succeeded as Chairman by Luke (Sept., 1884 - April, 1885).

Board must have special qualifications for the post; and to elect someone irrespective of those qualifications would be "as rational as to employ a surgeon to conduct the advocacy of a cause or an advocate to perform a surgical operation". Laishley emphasized that with Boards lay the two greatest requisites for State educational perfection, the selection of competent teachers and the appointment of able inspectors. The three special, yet elementary, qualifications which he stated were indispensable for every member were, first, a thorough knowledge of what education is or the end to be attained by a public curriculum of training, second, the knowledge of how best that end is to be attained, and third, the ability to apply that knowledge practically. He could have asked no less from all the immediate representatives of the people on School Committees. Yet during the 'eighties there were numerous well-founded complaints made by teachers and members of Parliament of the utter incompetency of School Committees. Perhaps they were not entirely to blame when they failed to interpret the many indefinite parts of the 1877 Act. But in the rural districts particularly, some local electors with infected minds, wasted their wits endeavouring to devise petty scandals, foul whisperings were abroad, and teachers veritably had no private lives. In 1881 slanderous tongues in Kaeo made a complaint against a teacher, who was also a preacher among the Wesleyans, "for having been seen in close proximity to a pupil while undergoing the cyphering of a sum"; the charge was unfounded and the *Northern Luminary*[1] commented that the case "just shows what may happen to a schoolmaster in the nineteenth century". Fortunately, in many instances teachers and committees worked in harmony; the Maungaturoto School Committee of 1879, for instance, probably did not intend its words to be read in any other way than generously when it stated, "We all know what a painstaking man our teacher is, how he never, or at least very seldom, leaves the school during the intervals from the time the school opens until it closes." The bolt of Cupid fell upon T. Wilson with little or no warning. The Dargaville School Committee in 1885 unanimously agreed to recommend the acceptance of his appointment "upon the understanding that he gets married within three months". Wilson, reluctant to evince any unseemly display of urgency, settled for four months. It was exasperating when grossly ignorant committeemen criticised every facet of school work. The Chairman of the Whangarei Heads School in 1878 even bothered to complain to the Board that "Home Sweet Home", "Before All Lands in East or West", "The Spider and the Fly" and "Ring the Bell Watchman", the only songs sung in the school, "were comic and tuneless carols". From time to time the suggestions were made that the Board's district should be divided into wards, each with its own managing committee, or that the Board should be appointed by the Government as in the case of the Waste Lands Board, or even that the Board should be abolished.

At last, in May, 1885, the Board appointed a committee consisting of Luke, Goldie, Carr, Upton and Aldis to revise and suggest alterations in the rules and regulations. School Committees were invited to confer with teachers and forward suggestions. Of the 182 Committees in the Auckland District, 101 sent no reply whatever; of the rest some expressed approval of the Regulations, and others merely signed them or made trifling suggestions; only a dozen made recommendations of more or less importance. This poor response reflected little credit on those men who had the management of educational matters within the school districts. James Collett Dickinson, as secretary, and Benjamin Bailey, as president, forwarded to the Board suggestions made by the Auckland Branch of the New Zealand Educational Institute. It made no recommendation in regard to the appointing and removing of teachers. That power — except the power of appointing teachers of sewing — remained vested in the Board. No appointment, dismissal, or suspension of a teacher was to take place until the Committee had been first consulted. The Committee could recommend teachers to the Board for appointment, and could also recommend the suspension or dismissal of any teacher, but no such recommendation would be considered at any meeting of the Committee, unless notice in writing to the effect that such business was proposed to be transacted had been addressed to each member of the Committee three days at least before the meeting. The N.Z.E.I. called attention to the manifold inconsistencies contained in the scale according to which the capitation allowance was granted to Committees. This involved section of the 1880 Regulations was simplified accordingly. The School Fund henceforth was to consist of moneys granted out of the Board Fund, donations, subscriptions, and all other moneys which might be granted to the Committee for the purpose of the Act. The grant from the Board was to consist of an allowance regulated according to the following scale by the average attendance at each school:—

---

[1] 4 June, 1881.

30 and under	£7	a year
31 to 40	£8	,,
41 to 50	£12	,,
51 to 60	£15	,,
61 to 75	£17 10s	,,
76 to 100	£20	,,
101 to 200	£25 to £40	a year
201 to 300	£40 to £55	,,
301 to 400	£55 to £70	,,
401 to 500	£70 to £85	,,
501 to 600	£85 to £100	,,
601 to 700	£100 to £110	,,
701 to 800	£110 to £120	,,
801 to 900	£120 to £130	,,
900 and upwards	£130 to £140	,,

Payments were to be made half-yearly in advance according to the ascertained average for the last preceding quarter and Committees were recommended to accumulate the fund as far as possible, with a view to its outlay (with the sanction of the Board) on some work of improvement to the school building or property. No recommendations were made by the N.Z.E.I. on the establishment of schools, good attendance certificates, or school buildings. Applications for the establishment of a school still needed to specify the number of inhabited houses in the district or locality, the names and ages of children, between the ages of five and fifteen, and the distances of each from the site proposed for the school, the names and ages of children under five years of age, how many of the children in the district were or had been attending any public school, the distance of the proposed site from the nearest public school and the position and area of the proposed site. The residents who applied for a school had to give details of any building which could be used for a school, whether accommodation could be obtained in the district for the board and residence of a teacher, and what assistance the residents would give towards the maintenance of a school, or towards the cost of building. Committees were required to make proper provision for the cleaning of the schoolroom and offices and they were also required to see that water was supplied for drinking and washing purposes. They were expected to exercise a general supervision over the school buildings, to protect the buildings and furniture from damage, to effect small repairs at the cost of the School Fund, and to report to the Board when any considerable outlay was required. Committees were expected to exert their influence in upholding the teachers' authority in the schools. The course of instruction and the method of teaching were regulated by the Board under the provisions of the Act. Parents or guardians were not allowed to interfere with these matters; if they had any complaint to make, they were to make it in writing to the Committee, whose duty it would be to investigate it. To a great extent the Board followed the recommendations of the N.Z.E.I. on the matter of holidays. Because it was apprehensive of the increasing influence of the inspectors, the N.Z.E.I. expressed its opinion that it was undesirable that certificated teachers in charge of schools should be restricted to any particular methods of teaching; and in deference to the wishes of the N.Z.E.I. the Board ruled that all letters, reports, inventories, and returns from teachers should be addressed to the Secretary of the Board, not to the Inspector. The Board also took notice of and acted upon the resolution of the N.Z.E.I. "that the discipline enforced in school must be mild yet firm; and teachers should endeavour to control their pupils by their personal influence".

The new regulations of the Education Board were adopted on 11 December, 1885 and took effect on 1 January, 1886. A mere perusal of the Education Board's rules and regulations gives only the faintest indications of the background to educational events during the 'eighties. The vision can be clarified considerably by inspecting the outrageous fortune which attended the Building Fund, the School Fund, and teachers' salaries.

The Immigration and Public Works Appropriation Act of 1877 granted £50,000 to be applied to the completion, enlargement, or erection of school buildings. The expenditure on ordinary petty repairs was expected to come out of the ordinary grants to Boards and the special vote was intended to be expended on providing additional school accommodation. However, under Section 43 of the Education Act the Board could use part of the ordinary Board Fund for this purpose too. In February, 1878, Auckland was allotted £11,000, the largest share of the £50,000. Each of the education districts protested that it had been unfairly dealt with in the apportionment of this utterly inadequate Building Vote and that all the other districts had been unduly favoured. At this early stage Ballance, the Minister of Education, did not have full information about local circumstances and requirements and it was difficult to determine any principle upon which to apportion the small amount satisfactorily. On 5 April, 1878, the Auckland Board adopted its estimate of Income and Expenditure for 1878 and it was accordingly forwarded to the Minister who immediately reminded the Board of the absolute necessity of keeping expenditure within the income provided by the Legislature. The Board was also warned that although the government intended to ask for an additional vote for school buildings during the next Session of Parliament it would not be safe to incur any liability in anticipation of such a vote. In June, 1878, the Board was again reminded of the need for careful budgeting; at the same time it was requested to state the amount expended for the current financial year on its Training Institution (as distinct from the Practising Department), and upon scholarships, inspector's salaries and travelling expenses. Green, who was then treasurer, provided the following figures, —

	£	s.	d.
Inspector's salary, July, 1877 to June, 1878	500	0	0
Inspector's travelling expenses	175	15	0
Scholarships	405	0	0
Training Classes (Auckland and Thames)	238	0	8
Practising Department (i.e. salaries of probationers)	1527	2	8
Girls' Training and High School (£1325/3/2d, less £465/10/0 in fees)	859	13	2

In August, 1878, the Minister again asked the Board to limit or regulate its expenditure. Capitation payments to the Board were made by monthly instalments according to the average attendance; any Board which permitted its expenditure to exceed its income did so on its own responsibility and could have no valid claim on the government.

Early in November, 1878, the government informed the Board that it had been allotted £18,000 for school buildings for the current financial year. The term "School Buildings" as defined in a Circular of the Education Department (2 November, 1878) was held to include not merely new schools and teachers' residences with fencing and suitable conveniences, but also the repairing, enlarging and improvement of existing buildings and grounds; furniture for classrooms, including maps, apparatus and other educational appliances; purchase of sites, plans, supervision and generally all outlay on the buildings and school property of a *permanent* character, as distinguished from "maintenance" under which were to be placed all charges for ordinary *current* requirements including petty expenses. In spite of William Swanson's protestations on behalf of the Board no increase was made. "You will see," Ballance told the Board, "that we have allocated much more than your share according to population." Population was a poor criterion to adopt during the formative years of a national system. The Liabilities of the Board, on 1 July, 1879, in respect of Buildings were, —

	£	s.	d.
Bank Overdraft	6,073	17	4
Liabilities for Works under Contract, etc.	10,231	6	0
Estimated Cost of Buildings for which Tenders have been invited	3,938	15	0
	£20,243	18	4

This amount did not include promises made by the Board to erect buildings when funds were available, or when certain conditions had been fulfilled. There were 40 school buildings, and 60 teachers' dwellings required and the total cost was estimated approximately at £38,410. The Board was sorely pressed for want of funds with which to meet the urgent demands for school buildings in various parts of the district. The allocation of the Grant voted by the General Assembly for the financial year 1878-79, on the basis of population, resulted in Auckland receiving £18,000, although the actual requirements for the year amounted to £40,000. During the year 1878, no less than £3,518 of the Board Fund (derived from capitation allowances) was applied to buildings and furniture in order to meet cases of special urgency, for which no other provision existed; and the Board had also been obliged, in most cases, to call upon the district to subscribe towards the cost of proposed buildings. Besides liberal donations of land as sites, £964 was, during the year 1878, added to the Building Fund by means of voluntary subscriptions. On 5 August, Hislop warned the Board that its sum of £20,243 exceeded the amount of the special grant of the previous year and that it was very doubtful if the current year's grant would be any larger. Clark sent telegrams to Moss (then member for Parnell) and Swanson asking them to endeavour to obtain for the Board before the dissolution of Parliament a sufficient grant for school buildings to enable the Board to carry on until December next. If the grant could not be appropriated an authority to make contracts would help the Board very much. If the Board had to wait till the new House met it would lose fine weather for building and the grant would not go so far. In a letter dated 7 August, Moss informed Clark that Swanson had obtained from the government a promise to find supplies. On 9 August, Hislop wrote unofficially to Moss. "Things have been in so abnormal a condition of late that it is very difficult to follow the run of them." 1/ On 18 August, he sent a telegram to Rice informing him that £25,000 had been allotted to Auckland for school buildings for the financial year. This was Auckland's share of a vote of £125.000 for school buildings for the financial year beginning 1 July, 1879. Against this £25,000 there were liabilities to an amount exceeding £20,000 for contracts entered into by the Board under special authority from the Legislature; to this could have been added the cost of new buildings at Devonport and Parnell. If these and other similar claims had been satisfied there would have been nothing left to distribute. The Auckland Board protested. It cast doubts on how well the government had studied the circumstances and wants of the several educational districts in the matter of school accommodation. It pointed out that the report of the Minister of Education confirmed the accuracy of the representations which Auckland had from time to time put forward. Auckland's requirements, in summary form, were —

1/ Compare this with the statement made by Ballance on 6 August, 1878 when submitting the annual Statement of the finances of the colony, — "Before the month of January (1878) educational finance was in a state of chaos."

	Number	Estimated Cost £
Schools, new buildings	28	9,300
Schools, enlargements, etc.	9	2,720
Dwellings, new buildings	62	19,615
Dwellings, enlargements, etc.	9	1,155
Sites		2,500
Furniture		2,500
	Total	37,790

Besides drawing on the Board Fund for school buildings, the Board had received liberal donations of money from those interested in the erection of new buildings. It wanted the government to give Auckland a special building grant of such an amount as would provide school accommodation, equal in extent though not in architectural ornament, to that already provided in the districts of Otago and Canterbury. It noted figures in the Education Report for the year 1878 which appeared to justify asking for a special grant, — (1) Of the 748 schools in operation within the colony during the year 1878, 119 schools were conducted in churches, halls, or other hired rooms; and of this number, 67 schools — more than one-half — were in the Auckland district. (2) Of the 291 schools set down in the report as being unprovided with dwellings, 135 were in the Auckland district.

(3)	No. of Schools	Buildings already provided Schools	Dwellings	Grant 1878-79 £
Auckland	193	126	58	18,000
Otago	134	120	125	19,000
Canterbury North	109	104	104	15,000

(4) At 31 December, 1878, Otago and Canterbury had unexpended balances of £20,000 and £15,000 respectively.

In 1880 the Board was prompt to comply with the Act and on 9 January forwarded its estimates, among which was an expected expenditure of £48,000 on school buildings, furniture and sites. In September the Minister again impressed upon the Board the necessity that existed for refraining from anticipating the votes of the General Assembly for school buildings, and from incurring liabilities. The General Assembly had just voted £50,000 for Public and Native School Buildings and Auckland had been granted £14,000! The Board was obliged to postpone the erection of several buildings urgently needed; more accommodation was required in city schools since the Auckland Committee had made arrangements to carry out the provisions of the Act in regard to compulsory attendance; the demand for school buildings in the country districts was so great as to exhaust the funds at the Board's disposal; and the Board was compelled to reduce the floor space from ten to nine square feet for each child in attendance at the town schools. On July 8, the Minister of Education was reported to have said in the House of Representatives, that "the different districts are now very much on an equal footing, and therefore the same necessity for special distribution does not exist this year as has hitherto been the case. Some inequalities might still come to light, but the probability is that the distribution will be pretty equal throughout the colony"; and further, that "the distribution will likely be very much in proportion to population, provided that no inequality is shown," of which the Government was not then aware. There were 89 schools throughout the colony held in buildings not belonging to Boards and of this number, 49 were in the Auckland District alone. In the largest Education districts — Otago, North Canterbury, and Auckland — the numbers of schools unprovided with dwellings (in the year 1880) were as follows:—

Otago	12
North Canterbury ..	2
Auckland	112

Making allowance for the number of "aided" schools in Auckland, for which it was deemed premature to provide teachers' dwellings, those figures showed Auckland to have been far behind other districts in this respect. With regard to the distribution of building grants on the basis of population or of attendance of scholars, the figures of the 1881 census as compared with those of the census in 1878, were of interest:—

	Population (excluding Maoris)		
	Census, 1878	Census, 1881	Percentage of Increase
Otago Education District ..	91,010	103,516	13·74
Auckland	79,140	94,295	19·40
Total for Colony	413,684	489,702	18·37

The ratio of increase in the Auckland District was larger than in Otago and Auckland Board members concluded that the prospective wants of their District would be proportionately larger. A comparison of the population in Boroughs showed these figures:—

	No. of Boroughs	Population
Otago Education District	23	58,686
Auckland	5	28,530
Or, including the population of the suburban Highway Districts of Grafton Road, Karangahape, Ponsonby, and Eden Terrace ..		37,953

A distribution of the grant on the simple basis of population pressed hardly on a district like Auckland, having a small number of settled boroughs and a proportionately large population scattered over a wide area of no less than twenty counties. On the other hand, where the number of boroughs and their population were proportionately larger, it was reasonably presumed that the Board could not be called upon to establish so many schools nor to erect so many separate buildings. For the same reason it was urged that to adopt the attendance of scholars as a basis of distribution would be most unfavourable to districts having a scattered population, and a consequently larger number of small schools, as compared with others where the population and the schools were more compact. The government, however, considered the distribution of grants according to population a fair one and refused to alter the arrangement. [1] Unbowed, a deputation of the Board met the Premier, Hall, in February, 1882. It was explained to him that as a rule the grant for school buildings had been distributed strictly on the basis of population; at the urgent request of the Board, however, this principle had been departed from on two occasions when the grant was allotted more in accordance with actual requirements; in this manner Auckland had received about £12,000 more than the share according to the basis of population but the amount was still inadequate to place Auckland on an equal footing with the southern districts. Hall said that the greatest care was necessary in administering the funds for education; complaints had been made of the large grants allotted to the Auckland District; it was desirable that a general rule should be adopted for the distribution of the vote whether on the basis of population or the insufficiency of provision already made. If it could be shown, he told the Board, that Auckland was still unprovided with the necessary buildings that would be a matter for consideration under the next vote! Thereupon he escaped to Wellington and two months later was succeeded as Premier by Whitaker.

---

[1] J. Hislop to V. E. Rice, 29 October, 1881.

And so the unequal struggle continued. In February, 1883 Auckland was allotted £15,491 from the grant for school buildings as its share of the Public Works vote. Since the Auckland Board was required to pay a bank overdraft, cheques drawn and unpaid, and contractors' deposits, it was left with a balance of £11,149. In March a loan was floated and £100,000 was allotted by Parliament for the erection of school buildings; but of this amount £20,000 went to Maori and industrial schools — and at a time when there were many deserted Maori schoolhouses, all erected at public expense. The Board failed to convince Thomas Dick, the Minister of Education, that Auckland required extra funds. In spite of his warning not to anticipate grants, Rice in December, wrote to the Manager of the Bank of New Zealand in Auckland informing him that the Board expected to receive a grant of £14,000 or £15,000 for school buildings out of the vote passed by the General Assembly at its last session, but it would not be available till February or March, 1884; under these circumstances he requested that the Bank allow the Board an overdraft not exceeding £6000. The Directors of the Bank agreed. Then a telegram came to Rice from Hislop, — "Buildings grant £9682"!

Cautionary notes from the Minister continued. However, in April, 1884, the Board informed the Minister that it required £24,442 for immediate building requirements. A new school was now urgently required for the thickly populated district of Freeman's Bay. Additional accommodation was also required at Newmarket where the population was rapidly increasing since the railway workshops had been located at that station. The Board had no funds for building and the Bank of New Zealand granted an overdraft of £3401. By 31 August, the excess of liabilities stood at £4331 and the bank overdraft at £3849. The Board asked Vogel, the Colonial Treasurer, if he would receive a deputation from the Board on the subject of making provision for the erection of school buildings; he suggested that it would be better if they met Stout, the Minister of Education. The Board eventually decided to forward a statement to the Government. This statement was read to the Board at its meeting on 20 February, 1885:—

> The Board wishes to lay before Government a statement of (1) the inadequacy of the grants voted by Parliament for school buildings; (2) the basis upon which these grants are distributed, and (3) the present requirements of the Auckland District in regard to buildings. The Auckland Education District is the largest of any in the colony. It extends over a very wide area, nearly 400 miles in length, and the country is for the most part sparsely settled, the settlements being numerous and remote from each other.

> There are 224 Board schools in operation within the district; 93 of these schools have each an attendance of less than 25 scholars; 158 schools have an attendance of less than 50 scholars. Every remote country settlement in which there are a few families located, requires its school, and every school requires an outlay for building. The capitation grant, which the Board receives from Government leaves no surplus available for building requirements; so that, with the exception of small contributions in some instances raised by the local inhabitants, the Board is entirely dependent upon the grants annually voted by Parliament out of loans. These grants are distributed by Government — not according to the actual requirements of each Board, not in proportion to the actual number of schools in each Education District, but on the simple basis of population. Were all districts equally provided with buildings, at the outset, there would not be same objection to this plan of distinction. But, the case is not so. In the Southern districts of the colony, and particularly Otago and Canterbury, almost every school has its proper building and a separate residence for the teacher. In Auckland district, on the other hand, thirty-seven (37) schools are held in buildings not the property of the Board, many of them being small, out of repair, and ill ventilated. No less than 90 schools are unprovided with teachers' dwellings. School buildings are required to take the place of sheds, whares and other unsuitable buildings, which are now made to serve for use as schools. Residences are required for the location of teachers, without which married men with families cannot be induced to settle down in country appointments, and there is a frequent change of teachers which is injurious to the progress of education. The Board has continually pressed upon Government the claims of this district to a special grant, which should help to place Auckland upon a more equal footing with other districts of the colony. The amount, £18,000 stated in yesterday's *New Zealand Herald,* as the outlay on one school building alone in the Otago district, the Dunedin High School, very nearly equals the whole amount allotted to Auckland as building grants during the past two years . . . The Board has just lately received advice of the allocations of a grant of £9682 for the financial year ending in March, 1885. Of this grant only £1300 remains unappropriated, and the total immediate requirements amount to over thirty thousand pounds (£30,000). In these requirements are included the enlargement of one city school and the building of another in the thickly populated district of Freeman's Bay. Additional accommodation is urgently required to meet the increase of population at Ponsonby, Devonport, and Newmarket. New school buildings are also wanted in the important township of Tauranga and Opotiki, and in other country places. In the city and suburban schools children are being daily turned away from the doors for want of room. Population is rapidly increasing, and although in some cases temporary provision has been made by renting buildings for school use, the demand for increased accommodation is still growing and is likely to grow . . .

In the following month Auckland received a supplementary grant of £1000! The means at the disposal of the Government did not admit of its making a larger payment.

Hislop was instructed by Stout to tell the Auckland Board that the Empire was involved in serious foreign complications and that the New Zealand Government would have difficulty in raising a loan for public works. All the minister could say was that if there were no war, and a loan could be raised, and if Parliament sanctioned the vote he was prepared to recommend, he had no doubt that at least the same amount that was granted to Auckland for the previous year would be paid for the year 1885-86. 1/ The Board was advised in October that the building grant for the financial year ending March, 1886 was £10,650; but it was also warned that the money would not be paid till towards the close of the financial year. In the same month the Minister suggested to the Board that it should call the attention of School Committees to the provisions of Section 35 of "The Counties Acts Amendment Act, 1885"; in

1/ J. Hislop to V. E. Rice, 30 April, 1885.

view of the heavy charge upon the loan expenditure for school building purposes, it was reasonable to ask that districts contribute out of their funds for the erection or maintenance of buildings in which they were interested; and that in places where school buildings had been erected the district should be asked to aid, when required, in the enlargement or repair of those buildings, and in fencing and other improvements to the school property. The Minister was of the opinion that the time might come when each district would have to erect and maintain its own school buildings, and the grants hitherto voted by the General Assembly for building purposes might not be continued except for an amount limited to the requirements of new districts. The ominous tenor of this communication did not deter the Auckland Board and only a day or two after receiving the notice it decided to make an application to the Bank for an overdraft on the building fund account not exceeding £5000 until the payment of the grant. Nevertheless from 1885 there was a marked decline in building activities. While the government grants continued to be so inadequate — £9746 for the financial year ending 31 March, 1887 — and the Board struggled with bank overdrafts, children, teachers and wives suffered excessive inconvenience. At Waiwera the dwelling and school building formed one whole, but with a kitchen detached, and the school was generally full of smoke from a common chimney. In the very dilapidated Huia school there was an open fireplace which measured 6 feet wide, 5 feet high and 4 feet deep; a man could stand in this fireplace and have a good view of the surrounding scenery since all the brick chimney above head level had fallen away. The roof of the Maioro school leaked in many places and the window sills were rotten — one came off in an inspector's hands. Morrinsville had an unlined, very cold building measuring 30 feet by 17 feet; the teacher's house consisted of four very small leaky rooms with no scullery or convenience for washing or storage. The teacher's residence at Whangaroa consisted of one room, 8 feet by 10 feet, and a garret; the teacher who dwelt there in 1883 was married and had a family.

In May, 1888, the Minister of Education, George Fisher, presented to the General Assembly a "Statement relative to amount expended upon school Buildings since the coming into operation of 'The Education Act, 1877' ". It was based on two tables. The first showed the amounts granted to Education Boards for school buildings, teachers' residences and sites from 1877 to 31 March, 1888. Out of a total of £852,778 Otago had received £151,834, North Canterbury £145,441, Wellington £76,701 and Auckland £175,699. The other table set forth the amounts expended during the same period within the several districts. Fisher deducted from the total amounts allotted to the Boards the expenditure on school sites and teachers' residences (allowing a bare minimum of £200 for each dwelling) and then represented the balance as money spent exclusively on the erection of schools; he then divided this balance by four or six[1] and demonstrated that the total outlay of £742,597 was £91,729 more than was necessary to erect buildings for the greatest number of children in attendance. "The causes of this excessive waste," he said, "are want of some general plan to govern the erection of school buildings throughout the colony." Fisher wanted the Central Department, which provided the finance, to possess more effective control. However, in his eagerness to prove how wasteful the Boards had been, Fisher did not use the Education Department's official definition of "school buildings" as he found it more to his purpose to regard grants (after deducting sums spent on sites and residences) as having been applied exclusively for the erection of schoolrooms. According to Fisher, money spent on repairs and improvements, fencing, furniture and apparatus went towards providing school accommodation. He emphasized the point that the "working average" attendance for 1887 was 89,589 yet the total school space was sufficient to accommodate 127,061 children, "with the liberal allowance of 10 square feet per child".[1] "Thus," he said, "we have this extraordinary position that, although there is in some districts a loud cry for increased accommodation, it is known to the Department that there actually exists accommodation for 37,472 children more than there are children to be accommodated". The only extraordinary feature in this position was Fisher's own lack of practical knowledge of schooling in New Zealand or elsewhere. His statement drew upon practices in Germany, U.S.A., France and Australia, and he gave it the appearance of infallibility by quoting words of Matthew Arnold. Yet the neighbouring, centrally controlled education system of New South Wales could have provided him with another "extraordinary" situation. The average attendance there in 1887 was 106,408 and the number of school places 177,213; yet with an excess of 70,805, N.S.W. was continuing to build new schools. Without taking into consideration the spread of rural settlement, Fisher "clearly" saw in the case of Auckland that it was a waste of money to erect many small schools, "to say nothing of the waste of teaching-power which the creation of so many schools must involve".

---

[1] The Auckland architect estimated the average cost of school buildings in wood at £4 per head of the children accommodated. The Otago architect estimated the average cost of school buildings in stone or brick at £6 per head.

From the outset the Auckland Board was placed in an exceptional position in regard to the maintenance of small schools other than those which were "aided" under Section 88 of the 1877 Act. So long as payments to Boards were regulated uniformly according to average attendance, a district which had a large number of small schools was placed at a serious disadvantage. In June, 1879, there were in the Auckland District 196 primary schools in operation. Of this number 41 schools had each an average attendance of less than twenty; 58 schools had averages ranging from twenty to thirty; and 6 were aided schools; leaving only 91 schools out of the whole number with an average attendance above thirty. A comparison of the capitation allowance received by the Board, and of the outlay for teachers' salaries alone, in respect of these schools disclosed a total deficit per annum on salaries alone of £1264. Moreover, the rates of salaries were exceedingly low, ranging from £40 to £80 per annum for schools under 20, and from £80 to £120 per annum for the schools above 20. If the rate of salaries had averaged £100 per annum throughout, the deficiency would have been increased to £2500. To the outlay for teachers' salaries there was added the cost of inspection, and a proportionate amount of the other expenses of administration, in order to ascertain the precise financial effect of these small schools. Wherever practicable, the cost was lessened by means of the "half-time" system: but in many cases the distance was too great, or the nature of the country too rough, to enable one teacher to attend two schools. There were not enough large schools to supply a surplus income sufficient to meet the deficiency. The largest school, Wellesley Street, had an average of 570; the next largest were Newton East, 390, and Kauaeranga Boys' School at Thames, 317. In a district like that of Auckland, containing many sparsely-populated settlements, there was always a large proportion of such schools to be expected. Some of these schools had been in operation for many years; and the Board was unwilling to close them. In other districts it was the practice to limit the grant for maintenance to the actual capitation allowance in cases where the average attendance did not exceed 25; but the Board was convinced that the adoption of a similar rule in Auckland would be an act of injustice towards settlers, who, themselves already struggling with the difficulties of bush life, would in many instances be unable to undertake the additional burden imposed upon them, of contributing towards the cost of their children's education; and even if they had the means to contribute, the Board could scarcely refuse to them the benefits, possessed by their fellow-settlers in other places, of a free education. There were of course, exceptional cases, which were dealt with according to Section 88 of the Act. With so large a proportion of small schools the Board was not in a position to compete with other districts in offering employment to certificated teachers. Where the utmost that could be offered was a salary of £80 or £100 per annum, without a dwelling-house, it was useless to expect to obtain a staff of teachers able or willing to undergo the necessary examination for a certificate; and great difficulty was often experienced in providing teachers for such schools. In September, 1885 there were 48 half-time schools in the Auckland district. The result of this system was in most cases a saving of expense, and the income derived from the combined attendances of both schools became sufficient to provide what the Board considered to be a reasonable salary for a certificated teacher. These schools were taught on alternate days, or weeks, or half-weeks, according to local circumstances and to the wishes of the Committee. The attendance was generally more regular under the half-time system than in a full time school, and thus a higher proportional average and income were obtained. By the aid of the half-time system the Board was enabled to establish and maintain schools in outlying settlements which otherwise would have remained without the means of education. And in many scattered districts, where it was not possible to establish a central school for the whole population, without excluding residents at either end of the district, the difficulty was met by the establishment of half-time schools.

---

[1] Elsewhere when he calculated the number of children to be accommodated, and the cost per head, he worked on an average of eight square feet.

CHAPTER 9

BARENESS OF REWARD

The fate of the small school rested on the capitation allowance. According to Section 80 of the 1877 Act the School Fund consisted of, (1) moneys granted out of the Board Fund and (2) donations, subscriptions, and all other moneys which might have been granted to the School Committee for the purposes of the Act. This grant was made to Committees "for general educational purposes". Sections 75 and 77 provided that such proportion as the Board prescribed of the cost of school buildings, school sites, school apparatus, and other necessities, should be defrayed by the Committees out of the School Fund. The Board could at any time direct the application of a portion of the allowance towards any of these objects. The ordinary objects of expenditure met by the Committee out of this grant were cleaning the school and out-buildings, supply of brooms and dusters, fuel for school use, water supply, gas or other light (if used), appliances for drinking and washing, all repairs to school and school property, carriage or freight of school furniture, and other requisites, stationery, advertising, and printing, for the use or on account of the Committee. No portion of the grant could be expended on prizes, school feasts, books or stationery for school use, rent of any kind (unless specially directed by the Board), or remuneration of any member of Committee. The object of this arrangement was to enable the Committees in remote and sparsely inhabited country districts to supplement the teacher's salary beyond the capitation allowance of £3 15s. per head, payable by the Board, which in many instances was insufficient for the teacher's subsistence. When Durrieu audited the School Fund accounts for 1886 he disallowed £2 10s. for "travelling expenses" at Kauaeranga, 8s. for "school stationery" at Dome Valley, £2 1s. 6d. for "paper for examinations" at Ponsonby, and 35s. for "testimonial to teacher" at Ohinemuri.

In August, 1878 the Minister of Education informed the Board that a special grant for school committees of 10s. per head of average daily attendance would be paid on the express condition that the whole of the money should be distributed among the School Committees according to a predetermined scale based upon the average daily attendance, and that these payments should form a portion of the School Fund.[1] O'Sullivan and Rice prepared a scale of allowances to committees, —

---

[1] Circular No. 11, 8 August, 1878 and Order in Council, 19 September, 1878.

		Rate per Head					
		Per Annum			Per Quarter		
Average Attendance		£	s.	d.	£	s.	d.
Town Schools —							
200 and under	Any sum not exceeding	0	6	0	0	1	6
201 to 250	Any sum not exceeding	0	5	4	0	1	4
251 to 300	Any sum not exceeding	0	4	8	0	1	2
301 to 400	Any sum not exceeding	0	4	0	0	1	0
401 to 500	Any sum not exceeding	0	3	4	0	0	10
Suburban Schools —							
100 and under	Any sum not exceeding	0	5	0	0	1	3
101 and upwards	Any sum not exceeding	0	4	0	0	1	0
Country Schools —							
10 and under	Any sum not exceeding	2	0	0	0	10	0
11 to 15	Any sum not exceeding	1	15	0	1	8	9
16 to 20	Any sum not exceeding	1	10	0	0	7	6
21 to 30	Any sum not exceeding	1	0	0	0	5	0
31 to 45	Any sum not exceeding	0	10	0	0	2	6
46 to 60	Any sum not exceeding	0	8	0	0	2	0
61 to 80	Any sum not exceeding	0	6	0	0	1	6
81 to 100	Any sum not exceeding	0	5	0	0	1	3
101 and upwards	Any sum not exceeding	0	4	0	0	1	0

In July, 1880 the House of Representatives reduced the total Education vote by £32,000 a year; this sum was equal to a deduction from the former total capitation grant of 10s. per average attendance. Parliament determined that 10 per cent. reduction would be made on salary, pay, and wages, throughout every branch of the Public Service. The reduction took effect on 1 August. Now the School Fund was derived from the extra capitation allowance of 10s. which was distinct from the statutory grant of £3 15s. per head. This grant was fixed by Section 8 of the 1877 Act and formed the main income of the Board, to be applied by the Board, in such a manner as it thought fit, to the various purposes specified in Section 43 of the Act. One of those purposes was that of "grants to Committees for general educational purposes"; so there was nothing to prevent the Board continuing to make such grants as it could afford to meet their requirements. At the same time, by the reduction of the 10s. capitation allowance the Board was released from its former obligation to contribute a certain fixed amount to the School Fund. In addition to this statutory grant of £3 15s. per head there were also special grants received from the Government, (1) a capitation grant of 1s. 6d. per head for the maintenance of scholarships, (2) a grant of £2000 per annum for the training of teachers, (3) a grant of £500 per annum in aid of the cost of inspection. However, these grants could be applied only to their special objects, and the Government auditor was required to certify that they had been so applied. Hitherto about three-quarters of the grant for training teachers had been available for the payment of probationers' allowances; but if a Training College were opened this would be modified. There was also a special grant of £1200 in aid of the Girls' High School, which, together with the school fees and a small revenue from secondary education reserves, was appropriated to the maintenance of that school. As the Board had no other source of income, the statutory grant of £3 15s. was the only provision for meeting payments on accounts of office staff and departmental expenses, cost of inspection (less the grant in aid), and salaries of teachers. At a special meeting of the Board on Friday, 20 August, it was resolved to adopt a revised scale of grants to committees for cleaning and for other incidental school purposes from 1 October, —

Class 1. For Schools with an average under 40, £5 per annum.
Class 2. For Schools with an average about 41-60, £10 per annum.
Class 3. For Schools with an average about 61-100, £15 per annum.
Class 4. For Schools with an average about 101-200, £25-30 per annum.
Class 5. For Schools with an average above 200, £60 per annum.

The Board also decided to make reductions in teachers' salaries from and after 1 October, —

From £101 to £120 (excepting head teachers without house or rent allowance), 5 per cent.
From £121 to £150, 5 per cent.
From £151 to £200, 7½ per cent.
Above £200, 10 per cent.

This reduction was estimated to yield a saving at the rate of about £1800 a year. A saving of about £200 a year was also expected by a reduction of 10 per cent. in the salaries of all officers of the Board receiving more than £120. The office of Treasurer was added to that of Secretary, Green was dismissed and a further £200 was saved. At the same meeting, on the recommendation of the Inspector, the Board appointed Ponsonby J. R. Peacocke, clerk to the Inspector, as second Assistant Inspector of Schools from 1 August at a salary of £300 per annum, subject to the proportional reduction on 1 October. On the first anniversary of his promotion Peacocke fell off the North Shore wharf and narrowly escaped drowning; he clung to a pile for half-an-hour, crying in vain for assistance; eventually he climbed to the cross beams and so regained the wharf.[1]

The New Zealand Herald[2] criticized the capitation system which did not operate fairly in a district such as Auckland where numerous small schools were a necessity. Financial difficulties of the Board, it added, were increased by the disparity between the endowments possessed by the North as compared with the South. The total income of the Province of Auckland from this source was £2397, compared with £19,454 in Otago and £9598 in Canterbury; the estimated capital value of the whole of the education reserves was then, for primary education, £972,832, Otago being represented by £641,264, Canterbury by £193,245 and Auckland by £39,324; the figures for secondary education were Otago £211,000, Canterbury £58,000 and Auckland £12,000. In May, 1881, the payment of capitation allowance on children under school age was discontinued. When Rice sent the Education Department a summary of school attendances for the quarter which ended on 30 June, 1881, he called attention to the decrease in average attendance due to the prevalence of scarlatina. The average was reckoned quarterly and payments were based on the average of the preceding quarter. For the March quarter the aggregate average for the whole education district was 12,563 or at the rate of 80 per cent. of the numbers on the roll. At the end of June the average had fallen to 12,082 or 76 per cent.; and during the September quarter it was to fall still lower, to 11,700 or 75 per cent. of the whole number. Thus the Board's income was diminished at the rate of more than £3000 a year. The Board endeavoured to prevent the spread of the disease by instructing teachers to exclude children from families where a single case of scarlatina prevailed, but for the marked effect on the average attendance the Board was penalized. It asked the Department to take into consideration the exceptional circumstances and to continue to pay capitation allowance at the rate of the March quarter. But Dick replied that the government had no discretionary power and was obliged to pay Boards only according to the working average attendance as ascertained in accordance with the Order in Council of 28 May, 1878. Those who administered enactments of Parliament and Orders in Council sometimes forgot that in the town and in the depressing monotony of secluded districts there were men and women "of a reasonable soul and human flesh" endeavouring to subsist. J. F. Mackinlay, at Pukekohe West, reported on 9 August, 1880 that there had been boisterous, wet days in July; the roughness of the weather had generally kept down the average of the young children, and farming operations had thinned out the elder ones on fine days. W. D. R. Turner at Pokeno Hill, reporting on 10 September, 1880, stated that three families had left the district, and many children were engaged in potato planting. J. H. Wilson, in August, 1880, spoke of Matakohe as the muddiest place he had ever seen. The roads in winter were not fit for little children to come long distances. T. M. Minchin at Mackaytown, in July, 1880, attributed his low averages to the flooded and dangerous state of the Ohinemuri River which many of the children had to cross. And R. Coates, at Kamo, had never experienced such weather "either in this country or at home"; on 6 August — a day of violent storms and heavy rain — there was not a child in the neighbourhood of the school. In July, 1881, the Board approved the recommendation of the local Board of Health and School Committees to close Thames Schools for a month on account of scarlet fever. In July, 1881, public servants were given back their 10 per cent. reduction but during the passing of the Estimates no one spoke on behalf of Education. Rice sent a telegram to Hislop on 5 August asking what provision was being made or introduced to place teachers on an equal footing with other officers of the Public Service; on 9 August he received the unsatisfactory reply, "Education estimates omit committees' grants of 10s. The distribution of the grants is largely committed to Board's discretion." On the 15th J. M. Clark protested as Chairman of the Board. But the Minister of Education did not see his way to put any additional sum on the estimates "as it would create much discussion and would most likely be rejected";[1] he attempted weakly to placate teachers by stating that although officers in the public service had had the ten per cent. restored "reductions had been made in the public service to a large extent". At a meeting on 16 September, 1881 the Board resolved that the resolution dated 20 August, 1880 authorizing a percentage reduction on salaries of teachers and officers of the Board, be rescinded; and that all salaries accruing from and after 1 September be paid at their respective rates without such reduction.

---

[1] He enjoyed only two more anniversaries. In January, 1885 a committee of the Board enquired into his financial affairs, he filed a petition in bankruptcy, and on 8 May his engagement as an inspector was terminated.

[2] 10 August, 1880.

---

[1] J. Hislop to V. E. Rice, 23 August, 1881.

The average attendance in Auckland continued below normal for the September quarter of 1881 due to scarlatina and other sickness. Clark sent a telegram to the Minister on 12 October, 1881 stating that without an increase of income the Board could not continue the present rate of pay and keep the same number of teachers. It had no surplus to provide for such a contingency and it hoped that the Department would prevent a reduction of salaries and the dismissal of teachers. With that foolish consistency which is "the hobgoblin of little minds" the Minister again referred the Board to the 1877 Act and Orders in Council, — "The government has no power to treat any Educational District exceptionally in a matter respecting which an Act of the General Assembly is so very explicit".[1] On 31 May, 1882, W. P. Moat, now Chairman of the Board,[2] communicated with the Minister because the Auckland attendances had diminished owing to the prevalence of measles; he stated that the Board had been urged, on financial grounds, to close some schools. In his appeal for the payment of the capitation grant on the normal average Moat was thinking, doubtless, of the country schools in particular. However, he had no effect on the inflexible Dick. The June returns were sent to the Education Department with a note that the Board still hoped that the Government would see the necessity of acceding to its request for the payment of the capitation grant on the normal average attendance. Upon receipt of the inevitable rebuke Moat wrote (30 August) to Dargaville, Hobbs and Moss asking them to urge the government to make some provision for the loss sustained by the Board through epidemics. North Canterbury, Hawkes Bay and Southland Education Boards had made representations to the government on this subject. The Auckland Board believed that provision could be made under Section 100 (2) of the 1877 Act.[3] It also believed that the amount expended on Education in any one year since 1877 had never reached the amount appropriated to that purpose in the Estimates. On 2 September, Moss wired Moat advising him that a deputation from several districts would meet the Colonial Secretary on that day.[4] Probably as a result of this some relief came during that month when the Board was notified of the appropriation of an additional capitation allowance of 5s. to the statutory allowance of 75s. for each child in average attendance; the amount which Auckland thus received for the six months from April to September, inclusive, was £1541 12s. 6d. A committee of the Board, consisting of Luke, Goldie and Buckland, examined the scale of allowances to the School Fund. Its report was adopted by the Board in June, 1883 and 99 schools receiving £5 a year then received £7, 30 schools on £10 received £11, and 13 schools on £15 received £17 10s. but School Committees still had no hope of reaching a state of affluence. Matakohe, for example, reported that in 1884 it had "had rather a difficult year what with Mr M. being invalided and Mr H., and Hooping cough, and being short of funds".

---

[1] J. Hislop to V. E. Rice, 19 October, 1881.

[2] Moat succeeded Clark in April, 1882; J. M. Clark had been Chairman since April, 1879.

[3] Section 100, (2):—The Governor in Council may, subject to the provisions of this Act, from time to time make, alter and repeal regulations and orders for defining the principle on which daily average attendance shall be calculated.

[4] The Colonial Secretary was the Hon. Thomas Dick; he was also Minister of Justice and Minister of Education !

In the middle of 1885 the Auckland Board appointed Aldis, Clark and Upton as a committee on teachers' salaries. Clark and Upton met on 16 and 22 July and the Board approved their recommendations on 24 July. They submitted a list of assistant teachers and probationers with increases which they recommended should be authorized to take effect from 1 July. This particular group received a total increase of £1070. A second list contained the names of all uncertificated head teachers (except teachers of "aided" schools); the total increase here amounted to only £38. A third list gave the proposed adjustment of the salaries of certificated and licensed head teachers for the current quarter based on the average attendances for the quarter which ended on 30 June, 1885. The committee called attention to the schools with an average attendance under 20 and suggested that the Committees should be notified of the provision in the Regulations that the teacher's salary in such cases should be limited to £4 a head on the average attendance. Kirikiriroa, for example, had an average of only 18, Maketu 17, Mangapiko 13, Ruapuke 12, Whangarei Heads 19, and Whareora 13. In this third list the proposed increases amounted to £309, making a grand total of £1417. This display of charity must have amazed the Board itself. Accordingly in November it decided to make a reduction of 20 per cent. from the salaries of female head teachers above £100, provided no salary was reduced lower than the handsome stipend of £100.

In May, 1887, the extra capitation allowance to Boards was reduced from 5s. to 4s. Then at the end of November the Minister of Education informed the various Boards that after that quarter the payments to Boards would be calculated upon the "strict average" attendance and not upon the "working average". As far as Auckland was concerned this meant a probable loss of income to the extent of £1600 a year. The feeling of Board members was well expressed by the South Canterbury Board of Education.[1] It urged the abolition of the "strict average" on the following grounds:—

> "1. — The great disparity, under certain circumstances, between the 'strict average' and the 'working average', this disparity being caused by unpropitious weather, distance in many cases of children from the schools, swollen and unbridged creeks, bad roads, occasional epidemics of cold, whooping cough, etc., and by other circumstances over which neither Boards, Committees, parents, nor teachers have any control. 2. — The constant variation and change it gives rise to in the character and organization of certain schools:—a. There will be a constant fluctuation of status, the independent and regular school of today becoming the 'aided school' of tomorrow. b. There will be a constant fluctuation of staff, dismissals one quarter, and appointments the next. c. There will be a constant fluctuation of salary, and this in circumstances (in the case, especially, of small schools) calculated to inflict no little hardship. 3. — The great additional work thrown by the system on the Boards and their officers, one week's severe weather, or one week's prevalent epidemic, entailing all the changes just spoken of, and necessitating thereby, great additional correspondence, new advertisements, increased expenditure, and augmented inconvenience of various kinds."

The Auckland Board recommended the re-adoption of the "working average":—

> 1. This would obviate, in great measure, the inconveniences and hardships above referred to. 2. It would do away with the temptation on the part of Committees, in special circumstances, to close the schools at times when otherwise they might be opened. 3. And supposing, to any great extent, a

---

[1] Resolution passed on 4 October, 1888.

> concession to the temptation just referred to, the "working average" would secure a large amount of actual instruction, and less interruption to the continuous efforts both of pupils and teachers.

A few days after being informed of the "strict average" policy the Board was informed further that it was not the intention of the Government to propose a capitation grant in addition to the statutory capitation grant of £3 15s. The payment of 4s. a head per annum would cease with December, 1887. To Auckland this move meant a loss of £3308 a year according to its average attendance at that time. The Auckland Board had been discussing retrenchment since 1 July when Carr had moved, "That, in view of the depression in trade, the excessive taxation (general and local), the privations and inconveniences experienced by a large proportion of the people whose incomes are considerably reduced, and the widespread distress among the wage-earning class caused by want of employment, this Board resolves that, after due notice, all salaries exceeding £400 shall be reduced to that sum, and that one of the clerks in the office be dispensed with." A committee of the whole Board on retrenchment of expenditure presented an interim report on 23 December, 1887. It showed an estimated reduction of income of £7678; a reduction of £4075 had already been made in salaries, closing the training college, and dispensing with visiting teachers. The report suggested the following savings:—

	£
(1) Small schools under 25 — To limit expenditure to capitation grant of £4, continuing half-time schools as at present	761
(2) Grants to Committees — To reduce scale and to discontinue grants for all schools under 25	1133
(3) Teachers' dwellings — To charge rent £5 - £15 a year to teachers paid above £150 a year	500
(4) Drawing master — To be dispensed with	250
(5) District High School, Cambridge, to be closed	100
(6) Number of teachers — To reduce in the direction indicated by reports of inspectors	1000
Total	3744

The inspector's report recommended:—

(1) To reduce staff to strict limits of scale.
(2) To reduce scale by one pupil teacher in each school above 300.
(3) To do away with pupil teachers in schools of 30-40.
(4) To get rid of pupil teachers who twice fail to pass the same examination.
(5) To get rid of head teachers who are reported to be unsatisfactory.

If the whole of these recommendations were carried out the committee expected that the gradual saving under this head would be very much greater — probably £2000 or more. The committee further considered the interim report and reported again on Friday, 2 March, 1888. Their report in summary form was as follows:—

	£	£
Reduction of Income		
(1) Grant for training of teachers	2000	
(2) Extra capitation grant of 4s.	3300	
(3) Adoption of 'strict' average	1600	
		6900
Reduction of Expenditure Actual		
(1) Training College and classes	2250	
(2) Visiting teachers of singing and drill	850	
(3) Office staff and inspection	475	
(4) Cambridge District High School	100	
(5) Payments on 'strict' average	400	
		4075

Proposed		
(1) Number of teachers (gradual)	2000	
(2) Grants to Committees	600	
(3) Visiting teacher of drawing	250	
(4) Office staff (additional)	80	
(5) Inspector's travelling expenses		
(6) Architect's supervision	——	2930
	Total	£7005

In accordance with a recommendation of the committee the Board resolved that the staff of assistants and pupil teachers at each school should be strictly limited to a scale based upon the average attendance, —

Average	Assistants	Pupil Teachers
Under 40		A Sewing Teacher
40 to 65		1
65 to 100		2
100 to 125	1	1
125 to 150	1	2
150 to 200	1	3
200 to 250	2	3
250 to 300	2	4
300 to 350	3	4
350 to 400	3	5
400 to 500	4	6
500 to 600	5	7
600 to 700	6	8
700 to 800	7	9
800 to 900	8	11
900 to 1000	9	12

Committees were notified by a Circular, dated 13 March, and asked "to be good enough to name those Teachers who can best be spared from the school", but after considering all the correspondence the Board adhered to the staffing recommendations made in the interim report presented in December, 1887. By May, 1888 the Board had saved £205 a year on office staff, £550 on inspection, £2250 on the training college and allowances to students, £850 on visiting teachers, £100 on the Cambridge District High School, £600 on grants to Committees, £2000 on the number of teachers, and £170 on salaries, making a total of £6725. But retrenchment continued. In the middle of the year the Board resolved that no capitation allowances would be given in future to schools with an average attendance of less than 10 scholars, and in October it resolved that all male head teachers receiving £100 and over, and all female head teachers receiving £80 and over, who were not fully certificated and who had failed once or oftener to pass the examination in Class E, were to be notified that, unless they fully qualified for a certificate at the next Teachers' Examination in January, 1889 their engagements would be terminated by the Board.

In September, 1888, there were 256 schools, including 50 half-time schools, in the Auckland district. There were, then, 231 Head Teachers — 185 males and 46 females. They were classified according to salaries as follows, —

	Male	Female	Total
Under £100	20	23	43
£100 and under £120	19	17	36
£120 and under £135	21	2	23
£135 — £140	26	–	26
£150	28	–	28
£160 and under £200	33	2	35
£200 and under £250	23	2	25
£250 and under £300	3	–	3
£300 — £400	10	–	10
£400 and upwards	2	–	2
Total	185	46	231

The highest paid teachers were Henry Worthington, aged 52, at Wellesley Street, with £441 and Benjamin Bailey, 45, at Ponsonby with £414, Harrison, 46, at Beresford Street and the Rev. R. Coates, 38, at Newton East each on £396, Hart, 37, at Napier Street on £345, and Leonard, 55, at Parnell with £342; the highest paid female head teachers were Miss Frances Haselden at Kauaeranga Girls' (£208) and Mrs Mary S. Harden at Remuera (£200). "Among the many causes that make our schools inefficient," said Richard Mulcaster in the time of the first Elizabeth, "I know none so serious as the weakness of the profession owing to the bareness of the reward . . . Our calling creeps low and has pain for a companion, always thrust to the wall, though always formally admitted to be worthy."

CHAPTER 10

THE HUCKSTERS

A person's philosophy of life cannot differ from his philosophy of education. This was in Laishley's mind when he exhorted Board members to think about the aims and scope of a complete and generous education. His remarks were an implied criticism of educational administrators who had succumbed to the fascination of Clause 84 (1) of the "Education Act, 1877". It was easy for the Board, School Committees, inspectors, teachers, parents and children to look on some instruction in reading, writing, arithmetic, English grammar and composition, geography, history, elementary science and drawing, object lessons, vocal music, and in the case of girls, sewing, needlework and the principles of domestic economy, as the sole preparation for complete living. This huckstering attitude to Education was aggravated by the employment of "Standards".

The State — not the Education Board — by an Order in Council dated 24 September, 1878, prescribed standards in certain subjects. Standard I arithmetic consisted of, — "Counting, and oral addition by twos, threes, fours and fives, up to 100; numeration and notation to 999; addition sums of not more than three columns; multiplication of numbers not exceeding 999 by 2, 3, 4 and 5." Children in Standard II were expected to show "a knowledge of the meaning of a ground-plan, and of a map; of the principal geographical terms; and of the positions of the continents, oceans, and larger seas". Grammar and composition began in Standard III, — "The distinguishing of the nouns, pronouns and verbs in easy sentences; also of articles and adjectives (and pronouns used in the same way as adjectives); and very simple exercises in composition, to test the pupil's power of putting his own thoughts on familiar subjects into words." English history was also studied for the first time in Standard III; in the second year — Standard IV — the study consisted of "the succession of the Houses and Sovereigns from 1066 A.D. to 1485 A.D. and the leading events of the period known in connection with the reigns and centuries to which they belong, and in their own character". The prescription for Standard V reading was "a book of general information". The inspectors were required to report on the kind and amount of instruction in the case of each class. No uniformity of testing was demanded, there was no criterion for evaluation but it was by the children's performances that inspectors tested the teachers. The single, narrow aim of the teachers was to secure a large number of passes at the inspector's visits; but the lives of teachers and pupils were not made happier by the knowledge that, since standards represented minimum attainments, the inspector could determine his own maximum. In November, 1880, the Board informed teachers and School Committees that at every Standard Examination, all scholars "in fair attendance" were expected to pass one Standard and the teacher was required to present them for examination. The Board also called the attention of teachers to an extract from the Third Annual Report of the Minister of Education wherein it was stated, "Inspectors should, in any case of doubt, lean to the side of strictness in the interpretation of the Standards." Should one indulge in sentimental reminiscences or should one attempt a comparison between standards in the 'eighties and those of sixty or seventy years later, the ages of the pupils, as well as courses of study, must be taken into consideration. In 1887 the average age of those Auckland District children who passed Standard I was 9 years 2 months; the average age for Standard II was 10 years 5 months, for Standard III 11 years 6 months, for Standard IV 12 years 9 months, Standard V 13 years 10 months and for Standard VI 14 years 11 months.[1]

In June, 1882, the Auckland City District Schools Committee asked the Board to give serious consideration to one of its resolutions, — "That at the Annual Examination of Pupils at the several City Schools any child in the Schools who has been in attendance at one or more of the Public Schools under the Board for six months in the year, shall be brought up for examination in the Standards." O'Sullivan made two rules to apply to examinations after 1 January, 1883. First, "No child shall be kept back from the examination for Standard I who has made 250 attendances at any District School since the date of the last Standard examination of the School he is attending, and who has reached the age of eight years." And second, "Every child who has passed a Standard must be presented for a higher one at the next examination, provided he has in the meantime made 250 attendances at any District School." When he sent those instructions to teachers O'Sullivan added some words of advice and consolation which summed up the objectionable practices which teachers were compelled to adopt in order to prepare a suitable percentage of children for the judgment day. "Teachers," he said, "should understand that these instructions are not meant to induce cramming. It is recognized that their operation will have the effect of causing a smaller percentage of passes to be shown than would be shown were full discretion as to sending up pupils left to the teacher." The system of standards was criticized by the Rev. R. Sommerville in an address before the Auckland branch of the Educational Institute in December, 1883, on the ground that it abnormally cultivated one faculty, that of memory. In the previous month at Christchurch George Hogben had made the same criticism. He had found that pupils went to the secondary schools with their memories overdeveloped and their reasoning powers untrained and almost crushed. Primary children possessed hosts of facts but they were unable to think; they could parse and analyse but they could not express the meaning of a passage in simple words; they could manipulate arithmetical rules but they were hopeless outside those rules.

---

[1] In the northern division of the District the average age in 1887 of those who passed Standard VI was 15 years 6 months.

O'Sullivan's orders were observed by the Auckland inspectors until the promulgation of the Order in Council of 17 June, 1884. Although the Order came into force on 19 June, Auckland Committees and teachers were not notified by the Board till about the middle of July. At every standard examination of a public school the whole school was now to be examined. As time went on, with increases in the number of schools and children, practical problems in administration made the standards system in Auckland chaotic. Until 1886, when a division of the schools into northern, central and southern districts took effect, the Wellesley Street, Newton East, Grafton Road, and Nelson Street schools were examined at the end of the year and Beresford Street, Ponsonby, Parnell and Newton West at some time earlier in the year. Thus, if a child went from one school to another when the standard examination had just taken place in his new school he had to go over all the work again. On the other hand, some children, after failing in one school went to another in pursuit of the main object in life, passing a standard. In some schools many of the oldest children who left school at the end of the year to go to work underwent no examination on the work done during the large part of the year. When the examinations were held in October or November parents decided that the work of the remainder of the year was immaterial and employed their children elsewhere; the capitation allowance diminished and the teachers suffered a reduction in salary. Worthington wanted all examinations to be held in December. "It has been urged," he said, "that the end of the year is inconvenient to Inspectors to examine town and suburban schools. I submit that this is a matter of quite secondary consideration, and that the general welfare of the schools should be the first. A scheme of examination could with the assistance of Headmasters be very easily organized by which the written examination of Sixth Standard pupils of all the City and Suburban schools could be proceeded with simultaneously, the fifth, fourth, etc. in succession." But he added, "I do not, however, expect to see such a plan adopted."[1] So infinite in faculty did the inspectors regard themselves and so little faith had they in the body of teachers that this plan was unacceptable and the Beresford Street examination in 1889 was held on 29 July, Napier Street on 5 August, Nelson Street on 7 August, Wellesley Street on 12 August, and Albert Street on 19 September. "The Inspector's presence," declared Goodwin, "would be necessary." Another consideration was that if all examinations were conducted by the inspectors in December, corrections and clerical work would have interfered with a merry Christmas.

The inspectors were criticised not only in regard to the time of holding examinations but also on the different modes of examination, lack of uniformity of standard examinations, and the extensive syllabus of instruction. The personal element was not absent from these criticisms. Most teachers recognized the wisdom, moderation and tact of O'Sullivan in his administration of the huge syllabus. Fidler was the main target.

---

[1] H. Worthington to W. Gorrie, 17 September, 1888.

His examinations were thorough, minute and exhaustive, and the teachers acknowledged his scholarship. "But," said E. M. C. Harrison, "scholarship alone may be a serious disqualification for the office of Inspector of Primary Schools. Some men have never been children. Misled by great natural ability and contemplation of the wide area of their personal attainments, they have lost the just measure of a child's capacity." An inspector who was not humane and judicious could work intolerable mischief within the limits of the letter of the law. An inspector like Fidler could feel justified in demanding unattainable excellence and defend his exactions on legal grounds. Hence the complaints of teachers were not so much against persons as against principles. The primary schools of Auckland were open, on an average, for 202 days in the year. The time spent in study by children in regular attendance was 5¼ hours a day, exclusive of forty-five minutes given over to "assembly, inspection, roll-call" and play. An Order in Council of June, 1885, stated that each child who had attended 90 days during a given period should be presented in a standard higher than the last passed. Since the legal school-day was four hours, children who had received 360 hours of instruction were expected to have covered the same course of study as those who had received from 800 to 1060 hours. The situation was made more absurd when the examinations were held early in the year. Fidler, for example, gave Beresford Street School two days' notice and examined it immediately after the Easter holidays in 1887 on work which had been interrupted by the long midsummer vacation. Experienced Auckland teachers were dissatisfied with Fidler's aims and methods of examination because his ambition apparently was to burden the primary schools with subjects and teaching that were more suited to secondary schools. The headmasters had the interests of Education as much at heart as the inspectors and they had a better knowledge of the condition and capabilities of their schools. Children who were well up to pass standard failed at the critical test; their mental disabilities may have been due to heredity but the teacher received the blame; many an excellent speller was overcome with nervousness; poor children passed in one year and much better children failed in the next. When R. McLaurin at Hautapu in September, 1882, had the temerity to think that standard examinations often produced misleading results, that there was too much haste and too little uniformity, O'Sullivan commented, "The one sign by which a bad teacher may always be known is — that he is never in the wrong — 'tis always someone else." But O'Sullivan did him wrong to speak so wildly. McLaurin had the confidence of his School Committee and any criticism of an inspector by a Committee O'Sullivan regarded as "a hand on his throat and a pistol at his head". He might have added, —

I am Sir Oracle
And when I ope my lips let no dog bark.

The inspectors vindicated their erratic, subjective examinations by invoking the standard regulations. These, the inspectors contended, left them unfettered in their choice of what they deemed the best method of ascertaining whether a pupil presented for examination had fairly reached the proposed standard or not. They were merely requested "to bear in mind the importance of discouraging what is merely mechanical and superficial, and fostering all that shows enthusiasm for real education, and tends to the increase of mental activity". They were free to set written questions, or to examine orally. They could set long papers or short ones. "In many cases," read a note to the Regulations, "it is impossible to judge from the papers alone whether an examiner is unduly severe or the contrary; because so much depends on the standard of excellence that he has in his mind when he is assigning marks for the work done." The "percentage of passes" and "percentage of failures" often discredited and usually misrepresented the actual efficiency of schools, they disheartened deserving children, they perplexed the teachers whose livelihood depended on them, and they made the parents dissatisfied with the schools. In 1881 Goldie had made an attempt to convince Board members that many parents were sincerely interested in their children's progress at school; he had suggested that inspectors, immediately after each examination for standards, should supply information on the branches of study in which children had failed to those parents who wished it. He had also thought that children might possess individual difficulties which could be resolved with a little special instruction. Clark and Hobbs had supported him but his humane proposition was rejected by Dargaville, Luke, Moat and Prime.

Auckland teachers — not the inspectors — regarded the syllabus of instruction as excessive, unreasonable and impracticable. In reading, for instance, children in the highest classes were required to prepare, in a period of from 90 to 200 days, 435 pages of reading-matter on a range of subjects including physiology, mental philosophy, geology, economics, history, poetry, geography, natural history, mechanics, and so on, by about forty different authors. The children were expected to read fluently and intelligently; they had to show a knowledge of the use of capitals and punctuation, paragraphs and sentences; they had to be able to explain the geographical, historical and scientific references in the text, and to give the meaning, derivation, history and application of any of the difficult words which an inspector might select from any part of the 435 pages. O'Sullivan, however, became convinced that the teaching of reading must take the place of the hearing of reading. "It seems to me," he said in his 1886 Report, "little short of idiotic to insist on pupils going through (as it is well called) a book in a certain space of time in school, when their doing so destroys their chance of learning to read." The study of geography included the distribution of land and water, mountain and river systems, atmospheric phenomena, winds, rain, ice, climate, distribution of animals and plants, form of the earth, day and night, seasons, zones, meridians and parallels, and the names and positions of places of political, historical and commercial importance in New Zealand and the other British possessions, in Europe, Asia and America. And what Herbert Spencer called the "intensely stupid custom" of teaching young children grammar was made more difficult not only by the lack of agreement among "Grammars" on principles, methods and definitions but also by the various demands of inspectors on the application of those principles and definitions. Some teachers would have preferred the examinations to have been controlled by the Central Department. This opinion was expressed by Hogben at a meeting of the New Zealand Educational Institute held at Auckland in January, 1885. He moved — and it was carried — that inspectors be placed under the Central Department. He said that to secure uniformity there ought to be an authority, an autocracy tempered by discretion, to whom all must finally give way. Other teachers, who saw how effectively Orders in Council deprived Boards of a large part of their educational authority, opposed central control; possibly they were apprehensive of the wisdom of a regulating body that could state, "A short and easy paper may be just as difficult as a longer paper composed of far more difficult questions."

In Auckland during the 'eighties the men who administered the standard system with some display of pedagogic pomp were O'Sullivan, John Sanderson Young Goodwin, William Fidler, and Walter Henry Airey. Goodwin was appointed on 7 March, 1879, at a salary of £250 to the position of "assistant inspector temporarily upon probation" — a title which left no doubt both as to its junior status and its uncertainty. After teaching in London for some years he had been appointed headmaster of Thames (later Waiokaraka) public school in April, 1874 and when he was appointed an inspector he had been — since May, 1875 — head master of Tauranga public school; his scholastic status was that of a D1 certificate of the New Zealand Education Department. So well did he acquit himself that on 1 October, 1879 he became an assistant-inspector with a salary of £350. From April, 1883, the Board required that each school should be inspected efficiently, in addition to the annual examination in standards, at least once in each year. It was when O'Sullivan was asked by the Board if he would require assistance to ensure that inspections would not be conducted consecutively by the same men in the same district, that on 8 June, 1883, Fidler, then the headmaster of Whangarei Public School, was appointed assistant-inspector at £300 a year. From 15 May, 1885, Fidler and Goodwin were designated "Inspectors of Schools" instead of Assistant Inspectors. Towards the end of 1887 the work of examination and inspection was so heavy that the Board decided to engage the temporary services of an assistant inspector till the end of the year; for a few weeks then, R. B. Heriot of Waiotahi Creek School, Thames, assisted with inspectorial duties and the office staff helped with the accumulation of inspectors' clerical work. At the beginning of 1888 the Board advertised for an Inspector at a salary of £250 a year with travelling expenses "the appointment to be made for three months on probation". The successful applicant was Walter Henry Airey, B.A., aged thirty. He was born on 25 March, 1857, the son of the Rev. Robert Airey, of the Isle of Man. He was educated at King William's College near Castletown, at the south-eastern corner of the island, and the scene of Dean Farrar's unwholesomely sanctimonious *Eric; or Little by Little.* In February, 1875, Airey entered the service of the Education Board as assistant teacher at Mt Hobson Boys' School; from January, 1878 to August, 1881 he was head teacher at Mangere. He then left the Board and on the recommendation of O'Sullivan accepted the appointment of second master at Thames High School under James Adams, until March, 1880 headmaster of Parnell Church of England Grammar School. When he applied for the position of Inspector, Airey was a graduate of the University of New Zealand and held a B2 Certificate from the Minister of Education. The Board appointed Airey on 9 March, 1888 and thereupon proceeded to claim its "pound of flesh". Nearly four months after his probationary period had expired he applied to the Board for an increase in salary. "During the six months which I have spent in the Board's service as Inspector," he wrote, "I have found the work much more severe than I anticipated. In order to keep abreast of the work, I have been compelled to work on Saturdays and holidays, and frequently in the evenings at home. I also foresee that the greater part of the Christmas holidays will be required to complete the returns of the City Schools to be examined during the last months of the year. I beg respectfully to point out to the Board, that while my work and responsibility are at least equal to that of any Inspector in the Colony, my salary does not exceed that of an assistant teacher in a City School, and is very much below that of many of the Head Teachers of the schools which I have to inspect and examine."[1] At that date Fidler and Goodwin were receiving salaries of £350; they had received £400 for a time but on 1 June, 1888, their salaries had been reduced. From 1 January, 1889 Airey received £300 a year. In 1881 the state of O'Sullivan's health gave way; after suffering for some time with pains in his head he was given short leave in September. His doctor recommended immediate rest and change of scene, and in January, 1882 the Board granted him six months' leave of absence. Perhaps illness was responsible for his "unseemly conduct" at a Board meeting on 7 March, 1884 which led the Board to resolve that in future he would only sit at meetings when requested to do so by the Chairman. In April, 1886, he was again given leave. But he was sick of many griefs.

When O'Sullivan presented his report for the year 1886 he was requested to expunge whatever appeared personal. The Board then asked him to furnish proof of the charges he had made. After consulting the official records of the Board, the reports and returns of inspectors, and the latest published reports of the Minister, Rice answered O'Sullivan's statement which seemed to reflect on the administration of the Board. When taken together the remarks of O'Sullivan and Rice are illuminating. "I do not think the teaching in the schools of this district is improving," said O'Sullivan.[2] Rice replied with a useless set of statistics that in no way disproved O'Sullivan's contention. The inspector thought that most of the schools were in a fair condition and that it would take many appointments of unqualified teachers to make any sensible effect on the body of the schools. He added that "we must be on our guard and we must beware of, —

- - - the little rift within the lute,
That by and by will make the music mute,
And ever widening slowly silence all."

"Certificates that they have done certain things," reported O'Sullivan,

---

[1] W. H. Airey to V. E. Rice, 1 October, 1888.

[2] The extracts quoted are from O'Sullivan's original draft, not from the official expurgated *Report of Senior Inspector, Mr O'Sullivan,* dated March, 1887.

"are signed with light heart by several teachers when they have done none of these things." Rice misunderstood the inspector to refer to holidays, cleaning the schools, and the supply of furniture, books and stationery. When the inspector found in many of the schools that pupils did not know how to begin, end, or address a letter, or that they were reading books much too difficult for them, he felt that teachers were ignoring his instructions. This used not to be the case. O'Sullivan was acutely aware of the unsatisfactory state of composition and grammar in many schools. He looked on composition as the best test whether a school had been taught intelligently or not. The other inspectors commented on the children's gross errors in spelling, their little command of language, the introduction of irrelevant matter, the want of due arrangement of ideas in paragraphs and sentences, and the constant repetition of the same words and phrases. In some schools O'Sullivan found that the "stupid practice of reproduction" persisted tenaciously. A class was questioned on some subject they had read, answers were set down on the blackboard, and, from these "scattered members" they were told to build up the body of a composition exercise. "I must say," commented O'Sullivan, "that anything showing a more complete distrust of nature could not well be devised." He did not demand elegant expression but he insisted on original composition. "There is only one way to teach composition," he told teachers, "follow nature, ask a child for his own natural talk; do not manacle him with reproduction and the like imbecilities." Grammar as distinguished from composition, was seldom taught satisfactorily. "It by no means follows," said O'Sullivan, "that because composition should have first place, that grammar should have no place at all." Teachers refused to follow his simple instructions how to teach it. Invariably it was because of insufficient teaching that pupils mistook nouns for verbs and adjectives for adverbs; children could not see the relationship between words when they were expected to parse before analysing; not enough drill in verbs was given; and even the teacher's language was "anything but grammatical at times".

"Great hardship," wrote O'Sullivan, "has been wrought by the choice of pupil teachers to go to the country. I know of at least two cases, where girls, the main support of their families, were sent away. One girl, I know, was sent away deliberately against my remonstrance, I have no doubt to show the importance of the secretary. He is fond of playing such fantastic tricks before high Heaven." This involved the whole question of the Board's employment of cheap pupil-teacher labour; it also brought into prominence the clash of personalities. On one hand there was O'Sullivan, the professional educator, a student of his subject, inspired with the enthusiasm of one who had an elevated mission in life. On the other hand there was the clerk Rice whose secretarial duties had increased with the number of schools, and as the Board gradually began to include among its members men whose interests in and knowledge of education were not strong and who sought election merely to gratify their self-esteem, men who were remote from the problems of country schools and who were too involved in making their own livings to be conversant with the progress of education in

New Zealand and elsewhere, he regarded the Auckland Education District as his personal dominion. It would have been only one degree less absurd had Allright, the architect, attempted to impose any of his ideas on the inspectors and teachers. O'Sullivan protested against the choice of books for school libraries. As Rice explained, books for school libraries were chosen by the Committees and teachers of the schools; lists of the books so chosen were sent to the Board for approval; these lists were revised by the Chairman, and his approval, or disapproval, was communicated to the Committee and to the Board. "The Minister of Education," stated O'Sullivan, "points out how the books in the schools could, if properly selected, be made a powerful means of teaching geography and history. It would, perhaps, be thought that the Inspectors who have to see that the teaching of these subjects is properly carried on would be consulted on the choice of library books. It is not so. The lists sent in by the committees are carefully secluded from the Inspectors' profane gaze . . . The consequence is that the libraries are full of the works of Mrs Henry Wood, *et hoc genus omne*." The main allegations of O'Sullivan's report concerned the appointment and dismissal of teachers — the appointment of an assistant teacher who had passed no examinations, the appointment of a headmaster who had never taught an hour in his life, "and who, in perhaps a sanguine spirit" was supposed to impart to a pupil teacher "the mystery which he never learned himself", sending a teacher, a man of culture and refinement, and his delicate family to live "in a sentry-box, built for a single person", transferring teachers who were admirably suited for the work they were doing, the appointment of probationers without the advice of the inspectors, the issue by the Board of instructions concerning pupil teachers without consultation with the inspectors, and the re-employment of teachers who had been dismissed. Commenting on Rice's memorandum O'Sullivan quoted words of Theophilus Cooper. "They could not dispute," he said, "that teachers had been got rid of who had been admirably suited for the work to which they had been appointed. Again they could not get rid of the fact that teachers had been appointed for work they were not capable of doing."

In March, 1888, O'Sullivan wrote his last report. He repeated some of his earlier charges. "The Board persists in refusing to consult the Inspector on the appointment of teachers and probationers . . . On what principle the appointments are made to the smaller schools which are not advertised, I am in the ridiculous position of knowing nothing whatever . . . The probationer system as it is now, is but a travesty on the system which I set on foot . . . What I will call the teaching department is at present a body without a head. The Board, the Secretary, and the Committees, now one, now the others try their turns at driving. The Board have the least portion of this work . . . I am aware that some of them hug the notion, like the fly on the chariot wheel, that they guide the vehicle. It is needless to point out that they labour under a lamentable delusion. The whole thing strongly reminds one of the saying about the effect of the plurality of cooks, qualified by the fact that in this instance these artists know nothing of cookery. Any one can figure to himself the results that are likely to follow." Rice's memorandum of 13 May, 1887, had concluded with a reference to the efficiency of schools in the central district — O'Sullivan had inspected in the northern division. However, during 1887, Fidler inspected the central division and found that the work in about half of the schools showed a want of thoroughness, there was a falling off in the character of compositions, grammar was treated without any system, teachers were lax in their correction of children's work, and the great amount of bad spelling was caused by children correcting their neighbours' errors — a pernicious and lazy practice condemned by O'Sullivan in his *Instruction for the Guidance of Teachers.* And in the same year Goodwin reported 14 northern division schools as unsatisfactory. On 27 April, 1888, the spiritless Board resolved that the reports of the inspectors for 1887 would not be specially printed ! In spite of the corroborative evidence of Fidler and Goodwin it also decided that the charges made by O'Sullivan were based on very slight foundations. Perhaps some of his fears, particularly in relation to Rice, were imaginary. It would be prudent, therefore, to withhold judgment and conclude with Sir Roger de Coverley's words that "much might be said on both sides".

O'Sullivan's report for 1887 did not contain a reference to subjects of instruction. His contentious report on the previous year contained some comments on the condition of reading, arithmetic and geography. "Much harm," he said, "is done by foolish talk about fluent reading. 'Fluency', when turned into the vernacular, means 'gabble'." Fidler, too, had noted that children could read 'fluently' without having any idea of the drift of the lesson. During 1880 reading in Auckland had improved because of the temporary appointment of a specialist teacher. Too many teachers, according to O'Sullivan, were using the "alphabet teaching" in laying the foundation of reading. He was of the opinion "that this senseless method should be made to cease, and that what is called the 'Look and Say Method' should alone be allowed". Year after year he had heard "the insufferable din" of monotonous and unintelligent simultaneous reading, an "excruciating" process that produced "a town-crier's recitative from the reader's mouth and a responseless lack-lustre in his eye". Goodwin, too, found little attempt at expression in reading; there was instead "a tendency to get the lesson by heart". One of the main causes why there were so few "even fairly distinct readers" was the way that reading was heard, not taught; "while the pupil reads, the teacher reads, to himself, the same passage; it is evident that under this absurd system pupils may go on mumbling for years without a teacher discovering that they cannot read at all". After O'Sullivan had retired the inspectors continued to find "instances of really good reading few and far between". The principal defects were want of expression and inflection, a lack of appreciation of the meaning of the passage read, a meagre knowledge of the meaning of words not in ordinary use, inability to break up sentences into phrases, and the little attention given to punctuation. Both as an artistic expression and as a basic skill, reading, at the end of the 'eighties, did not enjoy "a sound and pristine health".

Up to, and including, 1877 the reading books in common use in Auckland were Nelson's *Royal Readers* (original series). During that year the educational publications of Messrs Wm. Collins Sons & Co. were submitted to H. H. Lusk, Chairman of the Board, by his brother Robert, Collins' agent in New Zealand, and in January, 1878, Collins' *Readers* were brought into use. They continued in use until 1882. In November, 1881, O'Sullivan recommended the gradual introduction of Macmillan's *Readers* (new code) but his advice was not accepted by the Board and he was asked to suggest another series. In January, 1882, he suggested the adoption of Nelson's *Royal Readers* (third series) and in March the Board sanctioned and required their use in the public schools; a proposal to introduce the original series of Nelson's *Royal Readers* was made by Moat but withdrawn and a proposal by Luke to introduce Macmillan's *Readers* (new code) was rejected. In May, 1885, the Board applied for and obtained the authority of the Minister of Education to introduce Macmillan's *Readers* (new code). Subsequently, in July, the Board was invited by the Minister to offer suggestions for a general revision of class books and the matter was referred to a sub-committee consisting of Aldis,[1] Tucker and Upton. This sub-committee recommended that the Minister should be asked to sanction the use of all Macmillan's *Readers* including the *Globe Series* (illustrated) which had been brought under its notice. The Board applied for and obtained the necessary sanction. On 20 November the Board invited the three inspectors, the principal of the Training College, and the head teachers of six of the largest town schools, to express their opinions on the comparative merits of the reading books then in use (Nelson's *Royal Readers*, third series, Macmillan's *Globe Readers*, and Nelson's new *Royal Readers*). Bailey of Ponsonby criticized the way that the *Globe Readers* grouped words having a similar sound. In order to carry out this plan a natural sequence of ideas in a narrative gave place to an artificial system of word building. The Standard I child read, "Can you fence? Do not wink and do not wince or you will not fence well . . . I loathe that bull and the youth that is with him; I loathe to hear an oath. The eyes of the youth are red and his teeth are set." "Surely," said Bailey, "it is not necessary to make children wade through senseless rubbish of this kind in order to teach them to read." Worthington and Coates preferred Nelson's *Royal Readers* but Hart, McArthur of the Training College, Fidler and O'Sullivan recommended the *Globe Readers*. These answers were considered by the experts and in December, 1885, the Board agreed to substitute the *Globe Readers* for the *Royal Readers* (third series) and to introduce the books gradually until January, 1887, when their use would be made compulsory. Protests immediately came from all parts of the country. The parents at Totara North expressed their disapproval of the "silly and superstitious character" of the *Globe* readings; there was too much about fairies, "which never did, and never will, exist". "I am aware," said Chairman T. Lane, "that it is claimed that the fairy tales tend to cultivate the imagination but in this district we find the children ready enough to imagine; the trouble is to make them confine themselves to the truth." The Totara people failed to appreciate the poetry in the lines, —

---

[1] Aldis was Chairman of the Board from April to July, 1885.

Oh, quoth the dragon with a deep sigh,
And turn'd six times together,
Sobbing and tearing, cursing and swearing
Out of his throat of leather.

In April, 1887, the vacillating Board decided to discontinue the use of the *Globe Readers* from the beginning of 1888; at the same time it was of the opinion that a uniform series of school Readers should be adopted — all responsibility would then be taken off its shoulders; the Board thought also that the Education Department should prepare a series of school readers adapted to New Zealand conditions. The Minister, however, thought it unwise to require all schools to use one series.[1] The problem was not yet solved for in June, 1887, the Auckland Branch of the New Zealand Educational Institute recommended Longman's *New Readers* to the Board. O'Sullivan, Goodwin and Fidler regarded the *Globe* and Longman's as good reading books but they recommended the Board to keep to the *Globe* because in such hard times it would be a great hardship on parents to put them to the expense of a change. In spite of this argument the Board, in September, notified Committees and teachers that from January, 1888, Longman's *New Readers* would be sanctioned up to Standard IV and the *Globe Readers* would continue to be used in Standards V and VI. At last, in June, 1888, the Board was informed that the attention of the Minister had been directed by parents to the inconvenience to which they were subject through the frequent introduction of new school books.

The ineptness which the Board displayed in the matter of reading was manifest in its discussions on other subjects, even temperance. In May, 1878, the Board received a petition requesting that knowledge of the nature and influence of alcohol be taught in schools. The petition was signed by Peter Mason, President of the Auckland Total Abstinence Society, James G. Carr, District Chief Ruler of the Independent Order of Rechabites, Samuel Edger and W. J. Speight of the Good Templars, the Bishop of Auckland, Archdeacon Maunsell, Dr Philson, R. B. Lusk and H. H. Lusk, all fired with the spirit to end the terrible taste which Aucklanders had for tippling. Mason and his Society followed this up in August and November, 1879 with a request for Dr Richardson's *Temperance Lesson Book* to be used in Auckland's public schools. Since only half-an-hour each week could be spared for the laws of health, O'Sullivan thought that the book could be sanctioned for reference in school libraries only. But the Total Abstinence Society sent its circulars to schools and as a result enquiries came to the Board from Albertland North, Warkworth, Aratapu, Beresford Street and other places. Education Boards were informed in January, 1881, that Sir William Fox proposed to offer valuable prizes of not less than £10 each to be awarded to pupils of the public schools after competitive examination in the subject-matter of Richardson's *Temperance Lesson Book*. O'Sullivan considered the idea objectionable. The Board, he said, would be exhibited as abandoning the position it had taken in regard to the book; moreover the course of instruction would be interfered with. The Department decided to hold the examination in December, 1882, and while Wellington, Wanganui, Hawkes Bay, Taranaki, North Canterbury, Otago, Westland, South Canterbury and Southland agreed "to beget temperance" Auckland remained aloof. In June, 1883, during the reign of Laishley, the Board altered the time for teaching the laws of health from half-an-hour weekly to half-an-hour twice a week; at the same time it approved the introduction of Richardson's book in addition to Buckton's *Health in the House* and Berners' *First Lessons on Health* where committees were agreeable. The Maungaturoto Committee thought little of Buckton's *Health in the House.* "It is quite impossible," they protested, "to make country children believe that horses fed with oats or other grain have to be packed with sawdust or shavings internally to relieve the pangs of hunger." To give effect to the Board's resolution O'Sullivan took one half-hour weekly from Copy Book writing and devoted it to laws of health; accordingly, circulars (5 July, 1883) were sent to the 169 School Committees and to each head teacher. After Richardson's book was sanctioned the discovery was made that none was available in Auckland. But in September, 1886 — three years later — the Band of Hope Union at Newton West sent the Board eight copies! Rice wrote unofficially to Habens[1] bringing to his notice that the point had been raised that the Standard Regulations did not provide for "elementary science" below the fourth standard, and as the *Temperance Lesson Book* was said to be suited to children under that standard, how could it be used, say, in the third standard with any prospect of the subject receiving due attention. "For of course it cannot be denied," added Rice, "that some teachers pay little attention to subjects which do not count towards a pass in standards." Habens' advice was to examine the book under the head of "subject-matter in the Reading Lesson" and that the Board had a right to insist on the book being read and the examination made and reported on; he hoped "that 'passes' will not be made so much of in future". The special report made by the Training College Visiting Committee in December reveals the guiding influence of Rice. It recommended that the hour in each week given to laws of health be altered to allow half-an-hour for the temperance lesson; the book *First Steps to Temperance* was to be used in Standard III, and Dr Richardson's *Temperance Lesson Book* was to be used in Standards IV, V and VI, as reading books for reading lessons once in each week "at the discretion of the Committee". And so a circular was sent to all teachers.[2] The Auckland City Committee did not let the matter rest there and it asked for the opinions of some of its teachers. "Richardson's book," said Worthington, "is far beyond the scope of our children, and indeed beyond that of most teachers, myself included."[3] In April, 1887, William Gorrie informed Rice that the Auckland City householders objected to the use of Richardson's book. There is little or no indication that the Board used much forethought when it made resolutions or that its members were thoroughly conversant with the working of the Standard Regulations. Section 19 of the 1885 Standard Regulations instructed teachers to draw up a programme distributing the branches taken up in elementary science over a three years' course; and it required that the elements of physics and chemistry should be included in the course together with the elements of some third science, unless agricultural chemistry was efficiently taught, in which case no other science need have been taken. To carry out this regulation it was necessary to devote at least an hour a week to the teaching of elementary science. The Board, on its part, required that two half-hours a week were to be devoted exclusively to laws of health. Now the teaching of the laws of health satisfied only a third of the requirements of Regulation 19. It followed then, that before a teacher could carry out the Board's resolution as well as the Standard regulation it was necessary to give one hour a week to health and the greater part of an hour a week to the remainder of the programme required by Section 19. This was impossible in one-teacher schools with an average attendance of under 40 children or in schools with 40 to 65 pupils in the charge of a teacher and a pupil teacher; it was possible only in large schools where a teacher did not have to divide his time between many classes. Until the Board's resolution in regard to health was modified neither agricultural chemistry nor elementary physics and chemistry with physiology or mechanics could be taught satisfactorily in schools with less than 150 children. But in October, 1888, the Board ordered the last words — "at the discretion of the Committee" — to be omitted from its circular of 26 January, 1887; from 1 April, 1888, the teaching of temperance was to be compulsory. Immediately there were protests from Tamaki West, Helensville, Whangarei, Otara, Remuera, Mt Roskill and East Tamaki. The householders of Parua Bay thought that it would be preferable to compel the teachers to be living examples of temperance rather than to add anything to the syllabus of the schools. On 10 December the Board added a postscript to its October circular; the compulsory teaching of temperance was now postponed until the first day of July, 1889 in order to permit the householders to pronounce upon the question at the Annual Meetings to be held in April, 1889. In February of that year the inspectors recommended to the Board that its resolutions on the subject of the teaching of health and temperance be rescinded "and that no encrustation be made on the Department's regulation" in regard to the teaching of elementary science which seemed to them to satisfy all requirements. After the meetings of householders the Board resolved that the teaching of temperance would again be left to the discretion of the School Committees in terms of the Circular dated 26 January, 1887.[1] On the surface this action has the appearance of the Board deferring to the judgment of the people as expressed through their immediate representatives in a way which would have warmed the democratic heart of Richard Laishley. But in fact, between October, 1888 and May, 1889 only 6 Committees expressed themselves in favour of the compulsory use of

---

[1] W. J. Habens to V. E. Rice, 27 April, 1887.

---

[1] 28 October, 1886.
[2] 26 January, 1887.
[3] H. Worthington to W. Gorrie, 18 February, 1887.

[1] The date of this new Circular was 14 June, 1889.

Richardson's book, 5 committees were in favour of the book being used at the discretion of the Committee, 34 objected to the book, and 165 Committees, representing 14,379 children, made no replies at all. When Goodwin, Fidler and Airey suggested to the Board, in July, 1889, that the subject of temperance should be withdrawn and more time given to elementary science, Peter Mason presented a great petition signed at church doors by a thousand worshippers. In October, Sir William Fox and others attended a Board meeting in reference to the teaching of temperance, but the tired Board took no action. There were other deputations during the 'nineties but the position in 1897 was that Richardson's *Temperance Lesson Book* was not in use in any Auckland school, the subject of temperance was not a pass subject, the book was not included in the list of class books sanctioned by the Board, but it was still approved by the Minister for use as a reading book subject to restrictions imposed by the Board. Not least in importance, domestic bliss was preserved and there were no ruptures between school-children and their parents owing to the remarks of the former upon the habits of the latter!

This was not a mere storm in a teacup over a pseudo-scientific publication. The whole action revealed in the Board a lack of policy and consistency when involved with a subject on which men had radical differences of opinion. It was moved to precipitate action by one or another of its more enthusiastic members and it showed little appreciation either of the difficulties in composing a timetable or of the relative value of subjects; the claims of "science" were disregarded. Its knowledge of the organization of small schools was inconsiderable, and the accumulation of Standard Regulations and its own rules made confusion worse confounded. The temperance case emphasized a feature that was prominent in other additional subjects, that teachers were obsessed with percentages and standard passes. Except in their perennial — and justifiable — complaint about the number and cost of books, parents and School Committees evinced little interest in, and practically no knowledge of, Education.

Although the second of the three indispensable elements of knowledge was not mentioned by O'Sullivan in his outspoken report, writing was the subject of another disturbance which upset his rapidly vanishing temperance. What Cocker's *Guide to Penmanship* was to those subjects of Charles II who wished to master "Secretary, Text, Roman, Italian, Court and Chancery Hands", Vere Foster's Copy Books were to pupils of Education Boards in Britain and New Zealand. But in spite of the penmanship of Mr Foster of Belfast, or perhaps because of it, many complaints were made by mercantile firms about the handwriting of boys from the public schools. According to Auckland businessmen many pupils who had passed the Sixth Standard were unable to write legibly. The City District Schools' Committee spent some time in 1884 considering this matter and in October suggested to the Board "that the instructions with reference to a strict conformity to the Vere Foster system might be modified and teachers be allowed a reasonable discretion". O'Sullivan regretted this action of the Committee. He did not think that too rigid an adherence to instructions was demanded; but what he required was that an honest attempt should be made by pupils to follow the model they professed to follow. In some schools the writing was excellent, in others "the old-fashioned scratchy small angular hand had not entirely disappeared". O'Sullivan feared a decline in the habits of accuracy, thoroughness and honest work which he felt careful writing engendered. He had tried hard to build a system based on those qualities and now the work of years was to be swept away in a moment. "To seek to produce efficiency," he said, "would seem to be a crime in these latter days." But the Committee prevailed, and in December the Board resolved that the Vere Foster System would not be compulsory after pupils passed the Fourth Standard. In 1886 Foster altered his style for the sake of selling his goods and issued a new series in which the writing was claimed to be "bolder and more masculine". Auckland children henceforth progressed through round hand, half text, small round hand, medium hand, small hand, and plain and ornamental lettering; but they did not reach the summit of this writing scheme, which the astute Foster labelled the Civil Service or Official Style. The British price of each number was twopence and they were obtainable in Auckland from Upton & Co.[1]

"The arithmetic prescribed by the new Standard regulations for Standards I and II," said O'Sullivan, "is not by any means sufficiently attended to." He was referring to the rule that pupils in the First Standard should know "the relative values and chief aliquot parts of current English coin, and relative lengths of yard, foot and inch", and those in the Second Standard "the relative values of chief aliquot parts of the ton, hundredweight, quarter, stone, and pound and the relative lengths of the mile, furlong, chain and rod". For years before these regulations came into effect O'Sullivan had encouraged teachers to use experimental methods. "In time," he said, "perhaps children in the Third Standard may be allowed to amuse themselves by learning a little simple mensuration." Goodwin observed that most of the teachers after 1884 were adopting "the later and more scientific method of instruction in arithmetic". "More appeals," he said, "are made to the reason and less to the memory than formerly." The change, however, was slow and Fidler reported on Fifth and Sixth Standard children that "because they had been taught certain rules and formulae, they had little grasp of the principles on which these were based, and were only able to apply them to the simplest cases, as their intelligence had been brought insufficiently into exercise". At the end of the decade arithmetic continued to be well taught as far as mechanical operations were concerned but problem work and mental arithmetic — "the mathematics of the elementary school" — were too often neglected. Geography, by 1886, was no longer a pass subject in the Fourth Standard and teachers therefore considered the subject of little account. The teaching of physical geography had been postponed to the Fifth Standard. "If this change," said O'Sullivan in his 1886 report, "were not a serious matter, it would be a ludicrous one enough to provoke inextinguishable laughter." The majority of Auckland pupils left school after they had completed the Fourth Standard, so Orders in Council and Standard Regulations made two things certain — many children went into the world without an elementary knowledge and appreciation of natural phenomena, and only those parts of the subject which could be reproduced by rote memory were valued by unskilful teachers. The physical and mathematical parts of geography continued to be neglected and for the next ten years "geography was about maps".

---

[1] John Henry Upton was Chairman of the Education Board from July, 1885 to August, 1885 and again from April, 1888 to April, 1890. He was also mayor of Auckland 1889-90 and 1890-91. In 1870 he had married the daughter of William Gorrie.

In the 1886 report O'Sullivan castigated those parents whose foolish indulgence was raising "a plentiful crop of larrikins". On 19 June, 1888, the Wellington paper, *New Zealand Times and Mail,* made charges of immorality existing amongst the pupils of the state schools. The alleged increase of female juvenile immorality was imputed to the pernicious influence of mixed schools; homes, social gatherings, concerts, churches, and Band of Hope meetings evidently maintained a virtuous aloofness. As a result of the ensuing discussion[1] two points in particular were made. First, the greatest difficulty for the teacher was the counteraction of the results of a defective home training and of the many influences for evil over which he could have no immediate control; parental indifference gave many opportunities for juvenile delinquency.[2] Second, if editors were going to set themselves up as censors and if School Committees continued to obstruct educational progress by their ignorance and show of authority, then some little instruction concerning the aims and methods of education should be imparted to them. O'Sullivan blamed the parental encouragement given to insubordination for the ever-present, turbulent, law-defying element in Auckland. Discipline in schools improved during the 'eighties but O'Sullivan had to challenge and kill "an old superstition, a common belief, amounting almost to a creed, that a certain amount of disorder was necessary, and even praiseworthy". He always impressed upon teachers that order was kept "not by the voice, nor by the stick, but by the eye". But he was not opposed to corporal punishment. "The doctrines of the divine right of children to freedom from punishment," he said, "is fraught with danger to the State." O'Sullivan was alarmed at certain tendencies of the youth of New Zealand. The young people of Auckland in the 'eighties lacked deference to others, respect for authority, reverence for age, veneration for worth, and the ideals of self-abnegation and self-sacrifice; they sought pleasures and avoided duties to others; they were incapable of doing anything which was disagreeable to themselves. O'Sullivan believed that the public schools could do something to check this development by forming the characters of their pupils. Adults gave children a false idea of life by the maudlin sympathy they had for the sorrows of young culprits. This system of truckling to pupils and always rewarding them for good deeds was producing a despotism of children. Boys and girls, said O'Sullivan, should be trained to work for the reason that it is right to work and for no lower motive. An instance of this nauseous adulation of children, this rewarding and pampering, was the procedure which followed the Standard examinations. People gathered together, speeches were made, and the pupils were "puffed up with injudicious praise"; then entertainments were given to raise money for prizes which were bestowed "with more praise and more manufacture of conceit". These were some of the worst features of the private schools which had to offer bribes in order to attract and keep their pupils.

---

[1] See, for example, the *Evening Post,* Wellington, 27 July, 1888.

[2] Cf. "Bad habits such as swearing, lying, uncleanliness, and disrespect, have been effectually put down; certainly during school hours." — Annual report of the Albert Street School, 1888.

On 1 August, 1887 O'Sullivan's salary was reduced from £600 to £500. In the following January he sent a note to Rice, "I beg to notify that I shall give up the office of Inspector of Schools on the 31st of July next." His resignation was accepted and at his request the Board gave him leave from 1 March to 31 July. "Here was a Caesar! When comes such another?"

In his retirement, and in spite of delicate health, O'Sullivan completed a revision of his *Instructions for the Guidance of Teachers.* Unfortunately, he suffered a paralytic stroke and died at his residence at Three Kings, near Onehunga, on the morning of 5 November, 1889. At the funeral the chief mourners were his three sons, and J. T. Boylan, E. O'Rorke, and Monsignor McDonald; the Board of Education was represented by Luke, Goldie, Moat, Udy and Carr and the office staff by Rice, J. J. Roach, chief clerk, and Allright; the inspectors were absent from Auckland but the teachers were represented by Worthington, Coates, Harrison, Leonard, Heath, Cronin, Hosking, Mackintosh, Stewart, Scott, Rees and O'Donoghue; and amongst the large gathering of the public were Patrick Dignan, William Swanson and Farquhar Macrae. After a service at St Benedict's O'Sullivan was buried in the Roman Catholic cemetery in Symonds Street. In his service to Education O'Sullivan had been the apostle of the gospel of Work, a gospel which he felt was not held in as high favour as it should have been.

CHAPTER 11

THE GREATEST BLOT IN THE BILL

During the second reading of the 1877 Education Bill, Robert Stout said that the greatest blot in the bill was the lack of provision for secondary instruction. When districts demanded instruction higher than that provided in the District Schools special measures had to be enacted, endowments scheduled and bodies of administrators appointed. In the 'eighties there was some controversy in New Zealand on whether or not secondary schools should be part of the national system and be maintained out of public funds; there was considerable support for the opinion that the Colony could not afford education higher than that provided in the District schools. New Zealand had not yet attempted to organize its secondary education, and it would be absurdly extravagant to talk about the organization of secondary education under the Education Board at that time. Yet there were aspects of higher education in which the Board dabbled. Those of particular significance were Libraries, District High Schools, Pupil Teachers, The Training College, and the Girls' High School.

LIBRARIES

"The Public Libraries Subsidies Act, 1877", promoted the establishment and support of public libraries. It was the duty of the Colonial Treasurer "to apportion the grant for public libraries among the several provincial districts in proportion to the population of such districts, and to entrust to the Education Boards thereof the distribution, in books or in cash, as they shall think fit, of such sums as shall be allotted by such Boards to libraries maintained or partly maintained by voluntary subscriptions in their respective districts, in accordance with, and in proportion to, the amount of voluntary subscriptions received by the respective libraries". The sum voted for the purpose of this Act was £5000 and the proportion allotted to Auckland was £1025/7/-; the Board was entrusted with this money on the conditions that Section 2 was strictly complied with and that if the limits of the Education District were altered by the "Education Act, 1877", an equitable distribution of money would be made. Applications from the Onehunga Public Library and Reading Room and the Newmarket Literary Institute and Library were soon followed by others from Tolaga Bay Library, Kawa Kawa Miners' and Mechanics' Institute, Arapohue, Panmure, the Auckland Institute, Bombay, Papakura Literary Institute, Otahuhu Public Library, Thames Mechanics' Institute, and the Tokatea Institute — all eager to taste the joys of the right book at the right time and follow "the light of another man's thought". A public library was one supported or partly supported by voluntary subscriptions, or any library established under "The Public Libraries Powers Act, 1875" and according to the 1869 Act admission to all public libraries had to be open to the public free of all charge. Some of the organizations — Mechanics' Institutes in particular — which applied for grants, therefore, did not qualify as public libraries. Grants were made in the proportion of £ to £ on the amount of voluntary subscriptions received during 1877; accordingly, in June, 1878, Howick received £2 and Te Arai £3 to illumine the intellectual life of their districts. Grants were expended in the purchase of books selected by the committee or managers of each library; a list of books was sent to the Board and no money was spent until it had delivered its sober judgment. The Board approved of Hobsonville's desire to read the works of Rabelais; but it did not agree with Newmarket that "the precious life-blood of a master spirit" was likely to flow through *Courtship, Two Kisses, Broken Bonds* and *Ruling Passion.* The literary taste of Bombay was free from prejudice; it ranged from the works of Thackeray, Hugo and Disraeli to *Faint Heart Never Won Fair Lady* and *Bones and I, or the Skeleton at Home.* Wylie's *History of Protestantism, A Century of Scottish Life, Memoirs of Livingstone* and *Brown's History of the Highlands and Clans* were sent by the S.S. *Argyle* to Whangarei en route to Waipu. Among fiction writers the most popular with Auckland readers were Charles Kingsley, R. M. Ballantyne and Jane Austen.

In November, 1878, £5000 was voted for public libraries and out of this amount Auckland received £956/10/6. But the Board had already expended £70/13/0 in advance, so the balance available for distribution was £885/17/6. The grants to Borough Libraries (Auckland Institute, Auckland Mechanics' Institute, Onehunga Free Reading Room and Thames Mechanics' Institute) were calculated at 10/- per £ of voluntary subscriptions received during 1878; the grants to country and school libraries were allotted at 15/6d per £ of voluntary subscriptions received during the same period. In this way borough libraries received £175/10/0, country libraries £682/12/6 and school libraries £16/13/3, leaving a balance of £11/1/9 to meet further applications. Before borough and country libraries could participate in the grant they had to be incorporated. In the middle of January, 1880, the Board, by request of the Minister of Education, issued printed forms entitled "Public Library Return". These returns revealed the state of public libraries in the District. The Auckland Institute, for example, had 282 subscribers at 31 December, 1879; its works numbered 1048 in 1300 volumes, 35 works or 105 volumes of which were added in 1879. The general object of the Dairy Flat Public Library was "to improve knoledege", and Howick Public Library stood for "the diffution of general Literiature". The postmaster at Mangonui acted as librarian and stored the books in a spare room in his Post Office. The members of the Thames Mechanics' Institute believed that it encouraged "the miners and others to read in the Institute of an evening instead of visiting Public Houses". The Alexandra Literary Society Chess Club, burning with high hope, applied for a grant although it had no general objects, it was not incorporated, no provision had been made for its management, it had neither members nor books, and it lacked both reading-room and bank-account. Auckland's share of the Public Libraries Vote in February, 1880 was £877/5/6. The grants to borough libraries — the Auckland Mechanics' Institute was no longer on the list — were reckoned at 12/6d per £ of voluntary subscriptions received during 1879 and those to country and school libraries at 18/6 per £. The school libraries on the 1880 list were the Opotiki Children's Library, the Tuakau Juvenile Library and the Mount Eden Library. "A power of reading well trained and well guided," Matthew Arnold had said in the previous year, "is perhaps the best among the gifts which it is the business of our elementary schools to bestow."

The New Zealand Gazette for 28 September, 1882 announced that £6000 had been voted by parliament for distribution among public libraries. When the distribution took place on 31 January, 1883 the Auckland Free Public Library received £155/8/1.[1] For the Education Board the important feature of the announcement of 28 September, 1882 was the order that applications for grants were now to be addressed directly to the Secretary for Education in Wellington. The last of the Board's administrative duties came in January, 1883, when Rice sent the Secretary of the Education Department a list of Auckland public libraries incorporated under the provisions of "The Public Libraries Powers Act, 1875".

DISTRICT HIGH SCHOOLS

In September, 1881, the Cambridge District School Committee first considered the establishment of a District High School. There were sufficient children to warrant the belief that the school would be self-supporting; some children already were attending schools in Auckland 100 miles distant, and the population of 1200 was rapidly increasing — within a radius of 8 miles there were about 2500 inhabitants. And so, on 5 September, 1882, after a year's discussion, the Committee made application to the Board for a District High School under Sections 55 and 56 of the Education Act of 1877. O'Sullivan felt that if trains would run to suit school hours Hamilton would be the best place in which to establish a high school for the Waikato; otherwise he advised the Board to treat Cambridge's application favourably. In October, G. F. Hosking, as chairman of the Committee, sent the Board a list of 36 children and guaranteed payment of a quarterly fee of £2 each. Four months later he advised the Board that the Committee was willing to hand over a portion of the present school building as a High School; the Board approved of the scheme but reminded the Cambridge Committee that the school must be self-supporting. In the middle of April, 1883 the Board asked for the sanction of the Minister, Dick, to establish a District High School at Cambridge in terms of Section 55 of the 1877 Act. At the same time it made a similar request on behalf of the Committee of Hamilton East.

The movement for a high school in Hamilton had, however, started at Hamilton West. On 5 February, 1883, James Hume, chairman of the Hamilton West School Committee, sent to the Education Board a list of 43 pupils — some very young — whose attendance was promised for a District High School if it were established there; he also sent a document signed by parents guaranteeing to pay fees provided they did not exceed £6 to £8 a year for each pupil. But the only accommodation which could be procured was a clergyman's schoolroom and dwelling. "They seem to forget," said Rice, "that a district high school is part and parcel of a public school, not separate from it." The Board preferred to place the high school at East Hamilton. It was necessary, therefore, to persuade the Committee of that school to apply for a high school. This was done at the beginning of April, 1883. "It is proposed," said Rice, "to appoint an assistant master to each school — Hamilton and Cambridge — to teach the higher subjects specified in Clause 56 of the Education Act. The addition of pupils in the High School portion proper will entitle the school generally to some addition to its staff: this will help to prevent the rest of the school suffering any neglect. It is intended that the headmaster of the District School side proper shall do but little if any teaching in the Higher side. As to having one school instead of two it seems plain that the intention of the Education Act is to bring higher education to the doors of those who cannot send their children to be educated at a distance from home — that these schools should be in a great measure School District High Schools. It is evident that this object of the Act will be very much hindered if each school is for a very large area. A parent will not gain much advantage if he has to pay for his children's board at Hamilton or Cambridge. He might almost as well pay for it in Auckland."[1] On 12 May, a telegram from Hislop advised the Board that the Minister had approved the conversion of schools at Hamilton and Cambridge into District High Schools. The Board thereupon compiled a few regulations. No child under ten years of age was to be admitted; the candidates must have passed the Fourth Standard; fees of £2/2/- per quarter were to be paid in advance, the quarters ending on 30 September, 31 December, 31 March and 30 June; fees were to be paid into the Bank of New Zealand and pupils were to be received on producing a bank receipt to the headmaster of the school. Enrolling took place during the last week in June, and on Monday, 2 July, 1883 — during the chairmanship of Laishley — the Cambridge and Hamilton District High Schools were opened with Percy Edward Stevens as headmaster at Hamilton and Ralph D. Stewart headmaster at Cambridge.

---

[1] The grant was soon reduced. On 6 November, 1884, the *New Zealand Gazette* announced that £4000 would be distributed during 1885, but no institution was to receive more than £50.

In February, 1884, Rice called the attention of both School Committees to the decrease in the number of pupils. The fees for two quarters in 1883 at Hamilton had amounted to £88/4/- and £50 had been contributed by a special grant from the revenue of secondary education reserves. Salaries for six months had taken £100 and a sum of £6/10/2 was expended on stationery. So, without the special grant the school could not be maintained with an attendance of 21. During March, 1884 there were only 13 pupils in attendance. The decline in numbers was attributed to ill-health and withdrawals, to the notion that high school pupils were not progressing as well as primary pupils, and to the desire, on the part of some parents, for a separate building; in short, local prejudices prevented the growth of the school. The Board resolved that unless the Hamilton school could be made self-supporting it would be closed on 30 June. But on 25 June, Hamilton asked for another quarter's grace: £50 had been paid from a trust fund to assist in defraying extra expenses, and if five more pupils could be obtained, the fees, and the £50, would make the school self-supporting; the Committee expected more pupils but parents hesitated to withdraw advanced pupils from the primary division until after the Standard examination early in August. The Board agreed to Hamilton's reprieve. At no time during 1883 had the attendance at Cambridge exceeded 23. Fees had totalled £92/8/- and there had been a grant of £50 from secondary education reserves. Salaries had amounted to £96/3/10 and stationery had cost £3/10/10. Like Hamilton, Cambridge could not have existed without a special grant. In January no children had attended, in February only three had paid fees, and in March and April the roll consisted of two boys and two girls. At Cambridge, initial difficulties were aggravated by the sojourn there of an insolent buffoon named J. K. Wright.

---

[1] V. E. Rice to J. Hislop, 30 April, 1883. This letter carried Rice's signature but it was written by O'Sullivan.

J. Kyme Wright, in September, 1883, applied for a position as a teacher. Twenty-five years of age, he was a product of Marlborough and of University College, London. With a law degree he claimed that he was competent to give instruction in Latin, Greek, Grecian and Roman history, geography, French, natural philosophy and chemistry, arithmetic, algebra and Euclid, English, and English history. This hoard of gold did not deceive O'Sullivan. "I do not think," he advised, "Mr Wright is likely to turn out a useful teacher. His conceit is unbounded." After something less than a month's probation this "out-of-the-way young man" claimed to have obtained "a thorough understanding of the method of instruction adopted". "A remarkable man !" commented O'Sullivan. On 11 October he applied for an assistant teachership at Cambridge District High School; while the applications were being considered he was sent temporarily to Beresford Street. He failed to attend training classes because he was "under the impression that any qualification in singing and drawing would be unnecessary in a High School". "Perhaps," said O'Sullivan, "he considers school management also useless in a High School." Wright was appointed to Cambridge at a salary of £150 a year on the recommendation of the District School Committee; he arrived on 9 December and left the school on 28 February, 1884 after being dismissed by the Board on the 22nd. The conduct of this mere tyro, a teacher of only three months' standing, in the short time that he was at Cambridge was subversive of all discipline. His reprehensible behaviour began as soon as he arrived and discovered that in spite of his Latin and Greek he was not in charge of the school. He found a few sympathizers who fondly believed that possession of a University degree gave a person precedence in a school over an experienced teacher. The newspapers, in consideration of their sales if not out of a sense of decency, gave plenty of space to "the disgraceful bickerings",[1] and the school had little chance to grow in the estimation of the Cambridge people. The Wright episode occurred at an election time. The new Committee, still with Hosking at its head, regarded the organization of the school as unworkable because it lacked "a teacher possessed of university qualifications"; it did not think a salary of £150 would retain the services of a classics master; and it objected to "the persistent antagonism of Mr Stewart to his committee". For those reasons the school had been brought into contempt.[2] The Board removed Stewart to Kamo, Whangarei, and appointed James Collier as temporary headmaster. Collier was a B.A. of London, he was elderly, married, a classical and mathematical scholar, a teacher of 25 years' experience, and at that time headmaster of the Rangiaohia (later Hairini) School, 3 or 4 miles from Te Awamutu. Applications were called for a headmaster of the District High School, qualified to teach classics and mathematics; the salary offered was £300 a year, with a residence. The 22 applications were referred to Hobbs, Moat and Moss who selected the best 6 candidates and the Cambridge Committee then chose Washington S. Stewart, aged about 42 years, a graduate in Arts of the Queen's University in Ireland and a teacher with experience in Launceston, Melbourne, Sumner and Foxton. The Board informed the Cambridge Committee that it was unable to guarantee Stewart extra remuneration. Rice informed Stewart that there were only primary pupils then in the Cambridge school. "I may state," he added, "that the District School Committee attributed the cessation of pupils to the conduct of the late headmaster and expected that it would take some months after his withdrawal to place the school upon a satisfactory basis. The position and obligation of the Board in the matter amounts to this:— the Board is pledged to continue the maintenance of the school as a 'district high school' so long, only, as the income from fees makes it self-supporting."[3] Stewart accepted the Board's terms and the high school re-opened on 6 October with 6 boys and 6 girls, all receiving instruction in the rudiments of Latin, French, algebra and Euclid (with the exception of two girls who avoided Euclid).

At the beginning of 1885 the Cambridge Committee decided to apply for an assistant master for the High School. "I hope," said Stewart, "the Board may not send us some young spark, for there are tolerably big girls in the school — nor a firebrand, such as was experimented with in my predecessor's time — nor yet a mere stick, although his classical attainments need not be very great. What we want is a man of reasonable experience who is able to teach."[4] On O'Sullivan's advice the Board sent an elderly widower but within a few weeks "his want of discipline, his persistence in the antiquated method of individual teaching, and general slowness" were proving injurious to the interests of the school.[5] It was not increasing in numbers. In June there were only 7 boys and 5 girls attending — a third of the number promised when the school was established. The attendance at Hamilton, too, had not reached a satisfactory number; there were only 12 on the roll in April, 1885, and expenses exceeded fees by over £100. In September the Board decided to close the school unless it received a liberal grant from the Commissioners of Educational Reserves. In November the Hamilton committee received an unexpected grant of £75 and the Board permitted the school to limp into 1886. The Board also threatened to close the Cambridge school but from 4 boys and 5 girls in September, 1885 its roll increased to 8 boys and 6 girls in December. "Money appears to be tight in the Waikato," said Stewart.[1] The mayor of Hamilton, W. A. Graham, called a public meeting in April, 1886 to consider the position of the District High School "with a view to obviating the closing of the school at the end of June as meditated by the Board of Education". Graham wired Samuel Luke[2] at Otahuhu, asking him to use his influence to prevent the closing of the Hamilton school. "To close the school," he said, "would greatly prejudice our interests." The chairman of the Hamilton East School also sent a message to the Board, "The suppression of the High School here will be a very heavy blow to this Township." And the sympathetic public meeting passed a resolution "that a District High School is required for Hamilton". At that time there were 8 names on the roll and by July — so great was Hamilton's need — the number had decreased to 5. In Cambridge the Committee made arrangements for the headmaster to board schoolboys at his house at a rate of 12/6 per week; a circular, dated 26 November, 1887, pointed out the advantages of a country life to a growing lad, and informed parents that the subjects taught at the school were "French, Latin, English, literature, drawing, Euclid, algebra, higher arithmetic, political economy, etc., etc.". But even the prospect of a country life in Cambridge could not coax parents and children into accepting the benefits of secondary education. In January, 1888, the Board decided to terminate the engagements of W. S. Stewart and the assistant, Miss Linda Young, on 30 April. In March the school comprised 5 boys and 3 girls. On 8 April, Stewart wrote to the Board asking to be retained as headmaster of the District School; the Board agreed to this, provided he accepted a salary of £240. The Board was aware that Stewart was an applicant for the position of headmaster of the Greymouth District High School; he was successful and left Cambridge at the end of April.[3] Within a few years he had returned to Foxton — but dreaming all the time of bigger schools in Auckland. When in May, 1890 the South Canterbury Board sent the Auckland Board a list of questions relating to District High Schools, only the first required an answer. To the query, "What are the number of District High Schools constituted under the Education Act of 1877 throughout the district of Auckland?" the Board replied, "None."

---

[1] See *The Waikato Times*, 7 February, 1884 and the *Waikato Gazette and Thames Valley Recorder*, 6 February, 1884.
[2] G. F. Hosking to V. E. Rice, 7 March, 1884.
[3] V. E. Rice to W. S. Stewart, 16 June, 1884.
[4] W. S. Stewart to V. E. Rice, 14 January, 1885.
[5] W. S. Stewart to R. W. Sargent, chairman of the School Committee, 23 April, 1885.

PUPIL TEACHERS

Although Pupil Teacher regulations were not approved by the Minister till June, 1881 the Auckland Board believed that it already had a pupil teacher system. In his report for 1879, O'Sullivan stated that the training of teachers was carried on by means of classes held in Auckland on two evenings of the week and on Saturdays and by the actual work of teaching in the schools. Those who attended the Training Classes were probationers, younger assistants and pupil teachers. O'Sullivan was opposed to the employment of such young people whose education was very limited. "The further a candidate's education has proceeded before beginning to teach," he said, "the less necessity will there be for an injurious amount of study when the actual work of teaching has begun." The Board did not appear to realize that the position of pupil teachers was regulated by the terms of Section 50 of the 1877 Act, — "The Board of any district may engage and employ any number of apprentice pupil-teachers, subject to such regulations for the examinations, training, employment, and payment of such pupil teachers as may be made from time to time." Some regulations had been made by the Governor-in-Council but no regulations were yet in force applying to the Auckland Education District regulating the actual employment of such teachers. Until June, 1881 there did not exist in Auckland such a class of teachers as that contemplated by Section 50.

---

[1] W. S. Stewart to V. E. Rice, 3 November, 1885. Stewart was responsible for the payment of school fees and when two families did not pay, £12/12/- was deducted from his salary for January, 1886.

[2] Luke had succeeded Upton as chairman of the Board in August, 1885; his first term as chairman lasted until April, 1888.

[3] Stewart was succeeded at Cambridge by Robert C. Dyer, an assistant teacher at Ponsonby.

Regulations on the employment, education and examination of pupil teachers were adopted by the Board on 27 May, 1881 and approved by the Minister of Education on 3 June. The Board could appoint as pupil teachers young persons of either sex, at least fifteen years of age, who had passed the Sixth Standard; it was possible for the Board, at its discretion, to employ a candidate who had passed the Fifth Standard only. The full term of service was to be three years, and an examination of pupil teachers and candidates was to be held once in each year. The inspector was given the additional task of reporting to the Board on the conduct, progress, and efficiency of every pupil teacher. One of the 1881 regulations stated, "The Board will make suitable arrangements for the instruction of all Pupil Teachers, either by Classes instituted for that purpose or by requiring headteachers of Schools to guide and assist their Pupil Teachers in their studies. All headteachers will be required to instruct their Pupil Teachers in methods of teaching, and otherwise to assist them in preparing for their annual examinations." Prompted by the Department a definite scale was fixed at £30, £40 and £50 for first, second and third-year pupil teachers respectively. Appended to the 1881 regulations was a Regulation for the Issue of District Licences [1] which read:

> The Minister of Education may, on application being made to him by any Education Board, grant to any person who shall have served as Pupil Teacher under such Board for a term of three years or more, and who shall have passed the final examination of the Pupil Teachers' course, as prescribed by such Board, a district licence tenable for two years from the date at which the aforesaid final examination was passed, and during such two years such district licence shall, within the Education District of the Board by which such application shall have been made, have the force of a certificate granted under 'The Education Act, 1877'.

First-year pupil teachers prepared for examinations in literature, laws of health, domestic economy and needlework (girls), music, drawing, and school management; second-year pupil teachers faced more severe tests in reading and recitation, arithmetic, algebra, composition and grammar, geography, history, literature, laws of health, domestic economy and improved skill in needlework (girls), music, drawing and school management; third-year pupil teachers were not compelled to sit for a further examination but, if they wished, they could present themselves for examinations in reading, recitation, composition, literature, and school management. From the initiation of the scheme there was a great disparity between the numbers of male and female pupil teachers. "One would almost think," said Fidler, "that youths were beginning to look upon teaching in the primary schools as more peculiarly the province of the other sex. One cause which keeps lads from choosing this occupation is the immediate high rate of wage which can be earned in other employment in the colony. A lad must be 15 before he can be a pupil teacher at £30 per annum; while at that age, if he has made good progress he can find other more lucrative employment." Of the 100 who were examined in June, 1883, 87 were females. The conduct of examinations was not without incident. During one arithmetic paper 35 pupils were called out to go through an examination in singing varying in length from fifteen to thirty minutes. The excessive length of a needlework examination was aggravated by the very bad light in Hamilton after 4 o'clock. At another examination in Auckland there was not sufficient calico available for all candidates. In 1890, Airey devised the examination for candidates for employment and pupil teachers in arithmetic on the work prescribed "for Standards I - VI with extended mensuration of surface and cubical contents". The candidates were asked to simplify —

---

[1] *New Zealand Gazette*, 23 December, 1880.

$$\frac{\dfrac{3.\dot{4}2857\dot{1}}{1.\dot{7}1418\dot{5}} + \dfrac{4.0\dot{3}\dot{6}}{5.8\dot{3}}}{33.\dot{6}4935\dot{0} \times .08}$$

In another sum a horse did a certain amount of trotting and walking in a stated time; and there were questions involving mensuration, stocks and shares, square root, simple interest and practice. Objections were made to this paper by those who regarded it as far exceeding in difficulty the standard required for an E certificate.[1] Airey explained that these were questions similar to those he gave to Standards IV, V and VI; he thought it "worthy of remark" that "a respectable number obtained 70 marks and upwards";[2] his "respectable number" was 10 out of a total of 57 — he did not draw attention to the 14 pupils whose marks ranged from 25 to 40. The history paper of this year was set by Richard Crowe.[3] Ten questions — such trifles as an account of the Norman Conquest, the causes of the Reformation, origin and growth of Party Government, and the National Debt — were offered; first-year pupil teachers were required to answer eight, and only four were within the prescribed period to be studied. "I do not think any injustice whatsoever was done," said Crowe. Two days before he made this absurd defence he had signed a report along with Goodwin, Airey and J. C. Dickinson[1] that "in the other subjects, particularly arithmetic and history a good deal of inferior work was shown". Of 49 first-year examinees in Auckland, Thames and Hamilton 22 failed in history. The Board gravely considered the matter and, taking everything into consideration — including its own regulations, one must presume — concluded that "having investigated the matter, the Board is satisfied that no injustice has been done"! Such was its tolerance to rank.

---

[1] A. McArthur to Richard Udy, 10 July, 1890. Udy had been elected Chairman of the Board in April; his first period of office ended in April, 1892.

[2] W. H Airey to V. E. Rice, 17 July, 1890.

[3] In 1876 Crowe had entered Trinity College, Dublin, and for three years had studied a mixture of arts and medicine; between 1879 and 1883 he had taught in a private school at Birkenhead in England; from 1883 to 1886 he had taught at Maketu on the Bay of Plenty. He represented Parnell in the Auckland XXII which, in December, 1886, played an Australian XI that included S. P. Jones, J. W. Trumble, J. McIlwraith and F. R. Spofforth; his contributions were 2 (l.b.w. — "Pretty high!" — to G. E. Palmer) and 0 (clean-bowled by E. Evans). Immediately before his appointment as an inspector in November, 1889 he had been first assistant at Grafton Road.

For several years the pupil teachers displayed little diligence and the results were poor. In an endeavour to secure better results the Board decided that pupil teachers who failed twice would "forfeit their employment" after 30 September, 1887; if, however, their progress appeared to be fair, they could be given another year's grace. The main reason for the poor results was the neglect by the headteachers to carry out the Board's regulation in regard to the guiding and assisting of pupil teachers in their studies. The Board reminded headteachers of their obligation by a special circular of 6 September, 1886. The circular had little effect, for at the end of 1887 no special provision for the instruction of pupil teachers was made at Wellesley Street, Beresford Street, Newton East, Parnell and Ponsonby; only occasional instruction was given at Grafton Road; three hours a week were set aside at Newton West; and one hour a day, according to the regulation, was devoted to pupil teachers at Nelson Street and Devonport. At Nelson Street, E. T. Hart dismissed his infant and primer classes at 3 o'clock and thus freed certain pupil teachers and assistants; these assistants then took over the work of the pupil teachers in the Standards until 4 o'clock. By this arrangement Hart took all his pupil teachers from 3 o'clock to 4 o'clock each day except Friday; he compensated for this exception by remaining till 5 o'clock every Wednesday to give instruction in geometrical and perspective drawing. On 5 March, 1888, the Board issued another circular calling attention to its circular of 6 September, 1886. At that time there were 71 first-year pupil teachers each receiving £30 a year, 57 second-year pupil teachers on £50 a year, 87 third-year pupil teachers on £50 and 6 on £60 a year. Out of these 221 pupil teachers, 79 had exceeded the term for which they had been indentured to the Board.

The Board attached probationers and probationary pupil teachers to schools in order that their capacity and aptitude for the work of teaching might be tested. They were supplemental to the regular staff of the schools and it was not intended that they should be placed in sole charge of a class. Headteachers made monthly reports on these students. Miss J., for example, gave Henry Worthington the impression "that her intellectual culture is at present capable of very little further development" and he looked on R. J. as "an amiable boy, and before he be of any use as a teacher ought to go to school again for another year or so". Dickinson, when at Newton West, noticed that W. H. N. "lacks keenness of perception — and as a result he sometimes accepts a ready spirit to work as an equivalent for work done". According to Bailey at Ponsonby, R. C. D. "maintains his usual vigour. The teaching is clear and the explanations are amplified by aid of a ripe knowledge. The moral tone is excellent — the boys are led to suffer punishment rather than to escape the same by lying". Miss T., on the other hand, "has strength of will just sufficient to wage constant war, but not enough to overpower". When Bailey wrote these comments on his staff he surrendered to an irresistible desire to describe the state of the Ponsonby school environment, — "Nasty gutters are seen on three sides of the building. The swamps at the back are made the receptacle for all the urine from the boys' side as well as from the gutter leading from sundry houses up Prospect Street. As summer approaches we must expect that some of the children who innocently jump back and forth over this oozy moss of filth will be laid low". Long before this he had petitioned the City Council but nothing was done and "still street scavengers go on sweeping up leaves and paper in Ponsonby Road, the quagmire in Church Street and Prospect Street being beyond their powers". Assistant teachers, probationers and pupil teachers possessed similar faults. That most essential feature of a good teacher — the power of maintaining discipline — was often lacking. Of Mr W. at Wellesley Street, for instance, Worthington stated, "He is regular and attentive to his duties, but lacks the power of maintaining order and discipline, and sustaining attention at the same time." Of A. H. at Onehunga, R. D. Stewart said, "He is almost too quiet, he does not seem to possess sufficient energy to enforce discipline." On the other hand Miss E. B. at Kauaeranga Boys' School impressed Horatio Phillips, — "Her manner is not showy, but earnest and kind; she is in sympathy with her class." And at Nelson Street, while Hart considered J. M. "very tame and inactive", he also found that J. G. B. "possesses every requisite for the making of a good teacher, being cheerful, kind, firm, active and willing". It is probable that the 'eighties were not the only years nor Auckland the only district in New Zealand where some teachers "have arrived at school when the second bell has rung and have left generally the moment the school has closed", where they "talked too much and were always scolding", and where they were "too hasty in dealing with some children and did not give enough encouragement to those who might be backward". Worthington gave his opinion on a subject that was not confined to that decade. "Women with domestic ties and duties," he said, "should not be employed in schools." [1]

---

[1] James Collett Dickinson, like Crowe, had been appointed in November, 1889. He had been, in turn, pupil teacher and assistant in the Melton Mowbray British School from January, 1866 to December, 1871, in the British and Foreign School Society's Training College from February, 1872 to 1873, first assistant at the Friends' Endowed School, Penketh, in Lancashire, from May to December, 1874, headmaster of the Snodland British School in Kent from May, 1875 to August, 1882, first assistant at Wellesley Street from June, 1883 to December, 1885, and headmaster at Newton West from January, 1886 to October, 1889.

From time to time the Board made resolutions regarding the employment of pupil teachers but the principle underlying the whole scheme of cheap labour did not disturb its deliberations. Indeed, in its cheapness lay one of the system's few attractions. Its only virtue was its possible provision of trained teachers. On his return from England, Josiah Martin gave the Board the benefit of his observation of the pupil teacher system in England. "This system," he said, "takes the pupils from their studies just at the age when they should be making the greatest progress in their own education, and places them in command over others at a time when they have not sufficient discretion to exercise authority." Laishley also wrote in his report on overseas education that A. J. Mundella, vice-president of the Committee of Council for Education in Gladstone's second ministry (1880-1885), had told him that pupil teaching was the weakest point in England's system of education. The Board remained unimpressed. Although it was aware that the training of pupil teachers, scholastically and pedagogically, was not honestly attended to in its District, it did not hesitate to appoint young people at as small salaries as they were willing to accept. Each Education Board could frame its own rules and regulations regarding pay and classification, and there was no uniformity as in the case of teachers' certificates. A meeting of the council of the New Zealand Educational Institute held in Auckland on 6 January, 1885 agreed that the syllabus of examination subjects for pupil teachers should be uniform throughout the colony, and that the examination should be conducted by the central department. In his presidential address at the conference on 7 December, 1884, Worthington stressed the importance of teacher-selection. "It is," he said, "at the period when the youth signifies an intention or wish to adopt the profession that the greatest caution should be exercised by those whose privilege and duty it is to nominate and select candidates for the position of pupil teachers." Yet if a Board had been sincerely concerned with a high standard of teaching it would not have resorted to this niggardly expedient of employing junior teachers, unless, of course, it had been unaware that "there is no money so well spent as that which is given to a good Schoolemaister".[1] If headteachers had honestly looked on pupil teachers as future assistants they should have been eager to train them up in the way they should go. The result was that there were too many pupil teachers for the number of assistants and headteachers; they were given the sole charge of classes, they were expected to teach the more specialized subjects when their own command even of the three Rs was uncertain, they taught too much, they had to prepare for examinations — and make the ink, rule slates, and do all the menial tasks. They were the hewers of wood and drawers of water. In the words of the *New Zealand Schoolmaster*[2] they were white slaves, pure and simple.

---

[1] On 26 April, 1889 the Board resolved, on the motion of D. Goldie, that "female teachers be required to take leave of absence, without salary, for two months before and two months after their confinement".

---

[1] George Gascoigne, *A Glasse of Government* (1575).
[2] 15 June, 1885.

CHAPTER 12

THEORY AND PRACTICE OF TEACHING

On 1 April, 1881, Misses M. A. Braithwaite, Jessie R. French, Jane F. Sinclair, Harriett W. Thompson, Emily A. Wallis and Patience A. Young were admitted as students of the Auckland Training College and their studies began on the 14th. Preparations for this event had been slow. Towards the end of 1878 the inspector had conferred with Habens and with Charles C. Howard, principal of the Normal School at Christchurch. To ensure better administrative cohesion the three City School Districts of Auckland East, Auckland West No. 1 and Auckland West No. 2 were combined under Section 35 of the 1877 Act into one District, the Auckland City Schools District; the householders duly met at the Y.M.C.A. Rooms in Wellesley Street and the elected Committee held its first meeting on 31 January, 1879, in the Nelson Street School; this Committee had its first shock a few days later when it was informed by the Board that the whole of the Wellesley Street School building would become the Training College and Practising School; they were informed again in December, 1880. For several months in 1879 and 1880 the Board was in communication with John F. Gladman, superintendent of the Melbourne Training Institution. In May, 1880, the Board advertised in Australian and New Zealand papers for a principal at a salary of £600 a year. At the time when they called for applications the Board had decided on having two offices, master of the Practising School and principal of the Training College, but they had not determined on the relationship of these two offices, the one with the other. Thirty-nine applications were received at the Board's offices in Wyndham Street. Dr Campbell, Colonel Haultain and W. P. Moat, in conjunction with O'Sullivan and Rice narrowed the field to three — Neil Heath, John Curnow and Alexander McArthur. Neil Heath, whom they knew well, was in charge of the Girls' High School. On 1 February, 1876, Curnow had been selected as headmaster of the practising department of the Christchurch Normal School; towards the end of 1878 it had been decided to place the practising as well as the training school under the immediate control of the principal and Curnow had then been placed by the North Canterbury Education Board in charge of the Main School, East Christchurch, the largest primary school in the Colony, with the general superintendence over three "side-schools". McArthur was born on 7 November, 1853, and as a boy attended the large Bank Street School, Emerald Hill, South Melbourne. From there he went to Scotch College, won prizes every year and easily passed the matriculation examination of the University of Melbourne. After graduating

LL.B. with honours he taught for a short period at Emerald Hill and then, for two years, tutored the eldest sons of John Matheson, general manager of the Bank of Victoria. He was a master at both Presbyterian public schools, first at Geelong College under George Morrison, and then at Scotch under Alexander Morrison. His next teaching appointment was that of headmaster at the Mount Gambier Grammar School. The South Australian Council of Education then built in Mount Gambier a Model School to accommodate 600 scholars and offered McArthur the position of headmaster at £450 a year. He proved industrious and was held in high esteem. However, he resigned in December, 1878 and returned to Melbourne where he continued his Arts studies and graduated M.A. in March, 1879. Before the results of his latest examinations were known to him he accepted the position of English master in the Auckland College and Grammar School; he also took charge of the English Evening Class. This was the office he held when he applied to be principal of the Training College; he was then only 27 years of age. The Board met on 6 August and McArthur was elected by ballot, the voting being 6 for McArthur and 2 for Curnow. The appointment dated from 1 January, 1881.

During the month of January regulations for the organization and conduct of the College were drafted; after some alterations were made they were approved by the Minister of Education on 3 June. Under the direction of the Board the principal was to be responsible for the management of the Training College, and co-ordinately with the headmaster, to have a general superintendence of the Practising School. All the officers of the Training College were to be under the control of the principal who was to instruct the students of the Training College in the theories of education and methods of teaching, and to arrange for and superintend their practice in teaching in the Practising School, and furnish the Board with any information on the work of the Training College which it might require. The other masters were to teach, under the principal's superintendence and control, such subjects as were to be entrusted to them by the Board. Candidates for admission were to be at least eighteen years of age; they were to furnish the Board with testimonials of good character and produce satisfactory medical certificates of good health and fitness for the work of teaching. Candidates who complied with those conditions and had passed the Examination for Class E, were to be admitted. Pupil teachers of the prescribed age, who had performed their duties to the satisfaction of the Board, and teachers who had been more than a year in charge of a public school, were to be admitted without examination, on the certificate of an Inspector of Schools that they were likely to profit by a course of training. Holders of scholarships or those whose time had but recently expired were to be admitted to the Training College, if of the prescribed age. All candidates were required to declare it to be their intention to adopt the profession of teaching, and they were required, further, to give security that they would teach in the Public Schools of the Colony for at least two years after leaving the Training College. The form of the Declaration and Bond was not approved until 16

September, 1881. Teachers who were recommended for admission by an Inspector of Schools were to attend for the period named in the recommendation. All other students were to attend for at least one year, but the complete course of training was to extend over two years, and students were expected to attend for that period. The subjects of study were to be those prescribed for examination for Class E Certificate, and at least three of the optional subjects prescribed for examination for Class D Certificate; the Board reserved the right to add other subjects. At least one-fifth of the whole time of a student's attendance was to be spent in the practice of teaching, the principal superintending this practice. Teachers in whose classrooms students were practising were, for the time being, to be considered officers of the Training College, and were to report to the principal on the work performed by the students. In the organization of the Practising School due regard was to be paid to its purpose as a part of the Training College, as well as to forming in itself a public school; that is, departments of the ordinary public school were to be maintained. The Board decided that an allowance for maintenance — at the rate of £40 a year for females, and £45 for males, and tenable for two years — was to be granted to students who had been pupil teachers, holders of scholarships, and others, if funds were available. To teachers attending the College for a limited period the Board was to give individual allowances for maintenance.

In 1881 only 12 students were admitted during the whole year. As these were admitted at different times they only averaged a trifle over 6 months, taken altogether; therefore no students were presented for examination in January, 1882. Two of the 12 retired from the College rather than sign the Bond required by the Board, one having been in attendance for six months and the other for only three and a half months. In 1882 only three new students were admitted at the beginning of the year, one at the beginning of the second quarter, and six at the beginning of the third quarter: hence six out of the ten new students received only six months' training at the College during the year. The inevitable financial troubles soon appeared to obstruct the development of O'Sullivan's ideas on the training of teachers and to confuse the very special and practical problem of obtaining teachers. In August, 1882, the Minister (Dick) informed the Board, through Habens, that the vote for the training of teachers was not applicable to the payment of salaries of persons doing the work of assistant teachers. O'Sullivan set great store by probationer training in the town schools; they were not included in a school's regular staff of teachers and they were available to supply vacancies in country schools at any time; in no other way, he felt, could Auckland's peculiarities be met. The "allowances" — O'Sullivan preferred that word to "salaries" — to probationers from 1 January to 31 August amounted to £604 out of a total of £1533 expended on "teacher training". The Board's attitude was that the Government vote of £2000 for the training of teachers was not solely for the maintenance of Normal Schools. O'Sullivan's approval of the training classes at Wellesley Street and the Thames was lukewarm. "It is my opinion," he said, "that the art of teaching is best acquired in the actual work of the schools." The Board did not regard the use of the grant for the training of teachers as an injustice to other Educational Districts. In November the Government agreed to pay the subsidy till the end of 1882.

It was only in 1883 that students were admitted systematically. During the two previous years no inducement had been held out to pupil teachers to become students of the Training College; in fact the £60 a year then given to them, after completing 3 years' service under the Board, had been sufficient to prevent them accepting the maintenance allowance of £40 a year and entering the College. The entire College work in all subjects had to be carried out by McArthur. In June, 1883, he was granted leave of absence because urgent private family matters demanded his presence in Melbourne. This business was more complicated than expected and he was detained there. O'Sullivan took charge of the Training College — while McArthur was "seizing every opportunity to compare schools here with those in Auckland".[1] On 10 August, he resumed his duties at the Training College and presented to the Board an extremely naïve "Report on Victorian State Schools" which flattered O'Sullivan. The inspector was elated. "It is very satisfactory to learn," he said, "that the manner in which public education is carried out in Auckland where it is in its infancy, compares favourably with the manner in which it is carried out in Victoria where it has been so long established." It is impossible to state on what authority O'Sullivan made that ebullient remark, since Victoria's long-established public education system dated only from 1872. Across a letter written by a Victorian teacher who was seeking employment O'Sullivan scribbled. "I think it is not desirable to encourage Victorian teachers to come here." McArthur's report was worthless, but he felt that he had to present some document to impress upon the Board his educational enthusiasm.

It was in the year 1883 that Edward Thring of Uppingham published his *Theory and Practice of Teaching*. In it he stated that it was the province of a teacher to know why he taught, as well as what he taught and how to teach. "The subtle play of life on life," he said, "and its strange faculty of changing, and transmitting, and passing, into whatever it really touches, to come out again in fresh combinations, with a new birth of new creations and growths, is seldom borne in mind, or reckoned as a factor in the practical sphere of work. Yet it is the most important factor of all . . . This transmission of life from the living through the living to the living is the highest definition of education." During the 'eighties, however, there were only occasional indications that the Auckland Board ever had any high vision of education, or thought beyond rules to principles. They themselves were empirics and they looked on teachers as mere operatives to be classified, in a way described by Oliver Wendell Holmes, under the heads of arithmetical and algebraic intellects — a procedure which had some economic but no philosophic wisdom.

At the end of 1883 the Saturday morning classes were attended by 20 Training College students, 63 pupil teachers, and 33 male and 79 female assistants. School management lectures were given by McArthur and the academic subjects were taken by Arthur Gifford. William Wood joined the part-time staff on 9 February, 1884, and Miss Jerram was added in August. Wood had received his education at St Nicholas' College, Lancing, in Sussex, the High School, Edinburgh, and the Edinburgh University; he was an Associate of the College of Preceptors and a Fellow of the Royal Geographical Society. In July, 1883, at the age of 33, he had been appointed assistant master at the Auckland Girls' High School. A week or two after his appointment to the Training Classes, the life of the College suffered the evil effects of slanderous tongues. The *New Zealand Herald* grasped at the foul whisperings that were abroad. "I should like to ask the Board," it said, "concerning the insolvency of teachers and others in their employ."[1] A few days later McArthur informed the Board that he had found it necessary to file a petition in bankruptcy. His father's business in Melbourne had not been successful for some years and McArthur had been assisting him with money on the understanding that he would realize on his freehold property and repay the money. But the father's troubles had grown greater and he had had no means of repaying his son. To learn the true state of affairs McArthur had gone to Melbourne and had found that the property was in the hands of trustees and that he had no legal claim on it. The property would take a number of years to clear itself of its liabilities. McArthur had borrowed money at heavy interest under the belief that he would be able to repay when his father's affairs were better. He had also invested in the Te Aroha goldmines but without any success. When he had found that he was unable to meet his liabilities he had called a private meeting of his creditors at the end of 1883 and had arranged to pay them in full; some of them had harassed him so much that he had been compelled to file a petition in bankruptcy. He was then only thirty years old. The greybeards on the Board, led by Richard Hobbs, immediately resolved that McArthur's engagement as principal should end as soon as possible. He told them that he had instructed his solicitor Samuel Hesketh to offer his creditors payment at the rate of 20/- in the pound; but the Board, pure in heart, gave him six months' notice from 31 March. In May he asked the Board to reconsider its decision, but those gentlemen, persuaded by the righteous indignation of J. W. Carr, remained adamant. On 3 June, 33 students of the College presented a petition asking the Board to reconsider its decision; they prayed that it would not hastily dismiss a man who had performed his duties so well and who, although unfortunate in his private affairs, was striving to extricate himself honourably from his difficulties. Among the signatures were those of Frederick J. Ohlson, Harry Hockin, Frank Burton, William J. May, George Lippiatt, Robert M. McPherson, James M. French, Beatrice Watkin, Isabella, Martha and Kate Smith, Kate Ridings and Kate Keesing. At the end of the following month 172 teachers and pupil teachers — including Annie Udy, Margaret Allely, K. E. Schnackenberg and Richard Crowe — presented a similar petition. The Board refused to be influenced by any sweet emotion and arranged that William Fidler, assistant inspector, should relieve McArthur on 30 September. But on 12 September,

---

[1] A. McArthur to V. E. Rice, 17 July, 1883.

---

[1] *New Zealand Herald,* 21 February, 1884.

McArthur asked the Board "to keep him on till the end of the session just for the sake of the students". At that date there were 21 students within three months of the close of the course; 10 were about to complete their first year; there were 60 uncertificated teachers preparing for examinations and 69 teachers "in correspondence"; in addition 109 pupil teachers would have been interrupted in the first term of their work, and 70 certificated teachers going for a higher certificate would have come under new management. McArthur's final plea shook the Board off its pedestal; in its persecution of one man it had forgotten the students. Consistently shameless it decided to allow McArthur to remain until 31 December. On 20 November, McArthur applied for the headmastership of the Girls' High School, but on the same day Thomas George Tucker, Professor of Classics and English at Auckland University College,[1] despatched a telegram to Rice, from Waiwera, informing him that at the next Board Meeting — 28 November — he would propose that McArthur remain as principal. The only opposition came from Aldis, Carr and Goldie. "These little things are great to little men."

During 1885 the College had 28 students — 12 males and 16 females. The Saturday Training Classes and the correspondence with country teachers were continued to the advantage particularly of uncertificated and pupil teachers. The staff consisted of the principal and an assistant, a second assistant, and, for six months, a teacher of sewing. Within a total expenditure of £2160 there was an interesting item — "Fees for University lectures, £75/12/6". In May, 1883, three days before the official opening of the University College by the Governor, Sir William F. Drummond Jervois, in the Choral Hall, McArthur had written to the Board suggesting the advisability of teachers of the province deriving some direct benefit from the University College in Auckland. There were no means outside the University College whereby a course of science lectures could be provided for teachers. The lectures by the "talented" professors were open to all and not confined to matriculated students, hence there was no bar in the shape of an entrance examination. Further, "the attendance of a body of teachers at the University College would form a bond of sympathy between those employed in primary education and those engaged in university work". O'Sullivan was in favour of this suggestion. University professors have sometimes taken only a morbid interest in the academic performance of Teachers' College students. In contrast, Tucker, in December, 1884, declared, "Our most promising and best conducted students are members of the Training College and these students are always encouraged and assisted by the principal in the most judicious manner." The association of the College with the University continued happily to the end of 1886, the Board paying the fees of the students who were nominated by the principal to attend the Saturday lectures given at the Admiralty House, Jermyn Street, by Professor Brown (chemistry) and Dr Mackellar (physiology). However, when A. P. W. Thomas hawked his professorial wares in botany and agriculture in April, 1887 the Board would not give any assistance. Then, a few days later, at Upton's suggestion, the Board decided to require those students of the Training College whom the principal regarded as too far advanced in certain subjects to remain with profit in the College to attend University lectures — and pay the fees themselves.

---

[1] Tucker was later Professor of Classics at the University of Melbourne.

In October, 1885, W. J. Habens inspected the Auckland "Normal School". At that time there were 27 regular students (one had died) — 12 men and 15 women — of whom 12 were attending for a second year. On Mondays, Thursdays and Saturdays 109 pupil teachers and 26 former pupil teachers attended classes, and on Saturdays the number increased to 211 by the attendance of 46 probationers and 30 certificated teachers who had not satisfied the Board of their competency in singing, drawing and drill; correspondence tuition was also given to 64 probationers and uncertificated teachers in charge of schools. Habens criticized the amount of time given by the students to practising the art of teaching; they were not giving one-fifth of their time to actual teaching! Earlier in 1885 certain standards had been adopted as qualification for exemption of teachers from attendance at Saturday Training classes. In singing, teachers were required to obtain the Tonic Sol Fa 'Intermediate' certificate or to satisfy the visiting teacher and principal that they were physically unable to learn singing. For drawing, teachers had to satisfy the visiting teacher and principal of their ability to draw and to teach the branches of drawing required for Standards I to VI inclusive. And in gymnastics, teachers had to satisfy the visiting teacher and principal of their knowledge of, and ability to teach, school drill and desk drill, including the formation of squads for extension motions, marching and the exercises with rings, poles, dumb bells, bar bells and Indian clubs; for males, company and battalion drill was also required. That was the position during 1885. Yet it was not until Habens visited Auckland in October that the Board discovered that a regulation was being treated with disrespect. One-fifth of the time — about five hours — was not being spent in practical teaching. Delayed indignation vexed the members. During the first quarter of the year the students did actually have practice in Newton West, Beresford Street, Mount Hobson Boys', and Wellesley Street; during the second quarter there had been a considerable amount of sickness and McArthur had just given two sample lessons a week in the Wellesley Street school. Because of the sickness and the fact that the 1885 students were backward in their studies, McArthur had concentrated on their academic education. Most of the students had already been pupil teachers for three or four years. This action of McArthur really meant that the special practising school under Worthington had ceased to exist. Regulations were to be obeyed no matter what circumstances might arise. And a Visiting Committee led by Samuel Luke reported to the Board in April, 1886, assuring it that in future the regulations would stand inviolable. McArthur read his blemishes in the Committee's statement. He had not

. . . kept the square, but that to come
Shall all be done by rule.

On 11 February, 1886, Wood resigned from the Saturday classes. Yet on the 10th the eager Worthington had already written to McArthur asking to undertake the classes because "a more intimate and official connection of the Practising School with the Training College will be mutually advantageous". He duly succeeded Wood on 1 March at a salary of £50. All was not well with McArthur, Worthington and O'Sullivan, and matters came to a head on the afternoon of 1 July at the annual meeting of the Educational Institute in the Wellesley Street building. O'Sullivan reported to the Board certain conversations which he had had with R. C. Dyer of Ponsonby and with Worthington on the conduct of McArthur at the meeting. Dyer did not remember making any statement regarding McArthur's "conduct and demeanour".[1] Worthington was much more definite; he considered that McArthur's conduct had been "most unbecoming and most ungentlemanly, discreditable to himself, and insulting to every member of the profession then present". He did not mention that the members of the profession who were present numbered only seven men and one woman (Miss Marianne Wann). McArthur "had personally and without cause insulted nearly every one present, he being evidently, in my opinion, under the influence of drink".[2] Rice ignored Dyer's reply but, using some of Worthington's words, asked McArthur for an explanation of his conduct; McArthur ignored the request and on 14 July gave six months' notice from 1 August. But the Board persisted, ever eager to hold a candle to anyone's shames; McArthur denied unbecoming conduct or being under the influence of drink. Not until 21 July did the slow-witted Board ask Peter Leonard of Parnell who had been chairman of the meeting for his version. Leonard replied on the following day; McArthur's gait had been perfectly steady; during the meeting he had been excited over a grievance with the secretary who had not sent him notices of meetings; when Gurr had been elected chairman McArthur's interruptions had ceased; he was even elected secretary. "At a later stage of the business," said Leonard, "he proposed a vote of thanks to the outgoing Committee and in speaking on that motion he betrayed no excitement whatever and left the room in a quiet and orderly manner."[3] The Board had displayed immoderate haste to shed innocent blood but to save face it accepted McArthur's resignation.

Only ten applications were received for the principalship and on 15 October — a fortnight after applications had closed — the Board appointed the Rev. E. H. Gulliver, M.A., at a salary of £500, the appointment dating from 1 February, 1887. Worthington, aged about 51 years, was appointed vice-principal with a fixed salary of £400 a year as headmaster and £100 a year as vice-principal.[4] His appointment also dated from 1 January. He was expected to devote his whole time to giving special assistance in the teaching practice of the students and in the instruction of the Training Class, and he was not at liberty to undertake other tuition or educational work of any kind. The Board, however, permitted him to carry on what he vaguely called "a limited correspondence" with teachers, candidates for D and E certificates, chiefly from places outside the Auckland Educational District. By April he had devised another means of augmenting his salary. He asked permission to form and conduct evening classes in the Training College on two evenings in the week for the benefit of candidates for E and D certificates who were not students of the College, the fee to be fixed by the students themselves. When the Board refused to sanction this plan it probably had in mind another instance of Worthington attempting to engage in too many activities. In September, 1883, Henry Worthington of Avon Street, Parnell, had been elected to the Parnell Borough Council. But the Board considered that he should give his whole attention and thought to the Wellesley Street School and compelled him to resign. "I hope," said Worthington, "that at no distant day the subject of 'Civil Disabilities of Teachers' may be again considered."[1] He was always vitally interested in the Educational Institute both in Auckland and nationally — *unum corpus, membra multa.* He had been the first president of the Educational Institute of New Zealand (1885)[2] and in 1887, when he was headmaster of Wellesley Street School and vice-principal of the Training College, he was secretary of the N.Z.E.I.

---

[1] R. C. Dyer to V. E. Rice, 7 July, 1886.

[2] H. Worthington to V. E. Rice, 7 July, 1886.

[3] P. Leonard to V. E. Rice, 28 July, 1886.

[4] When Worthington retired from the Training Class in January, 1881 he "was led to believe" that his salary as headmaster of the Practising School in connection with the Training College would be "fixed" and "not less than at the rate of £500 per annum". The reorganization of the training work of the Board deprived him of an income of £190. His claim for the "fixed" amount of £500 was declined.

When his duties at the Training College ended McArthur returned to Melbourne and a short time later, after a careful and extended examination in jurisprudence, Roman law, and the principles of legislation, he was admitted to the degree of Doctor of Laws of the University of Melbourne. From Melbourne, in March, 1887, he sent a report on the Training College to the Board. He referred to the tendency in Auckland to reduce the term of training from two years to one. This tendency had been produced by the desire of the Board to get as quickly as possible a number of certificated teachers; the students, too, preferred a teacher's salary to a college allowance. "This," said McArthur, "may give a larger number of students to the active work of teaching in a given time yet it can only do so at the expense of the efficiency of their training." Experience at Auckland had taught McArthur "the folly of associating a practising school of a thousand children or even half that number with a Training College"; he gave two reasons, one relating to the students, and the second to the practising department. "In such a school," he said, "the classes are always very large, varying in most cases from 60 to 80 in number . . . It takes the poor unfortunate student all his time to secure continuous attention and he is indeed a wonder if he attains even this much . . . In such a practising school the headmaster has, or ought to have, quite enough to do to superintend the instruction imparted by the numerous teachers under his control, even were he to assign no definite work of teaching to himself. Thus . . . students cannot get fair play and the practising master is only so in name." McArthur urged that "a practising school should contain about 200 scholars, when it would be possible for students in training to observe both classes and school work. Such a school ought to be placed directly under the control of the principal of the Training College, and the practising master should be subordinate to him, and should be one who has been trained recently . . . In this school the practice of the students should not be for one day a week, or worse still, for one hour each day, but should be in periods of a fortnight at equal intervals". The whole subject of the examination of teachers and pupil teachers, he felt, needed revision. "The University," he said, "performs the duty of examination for the Certificates A, B and C, while an unknown number of mysterious individuals act in a similar capacity for the certificates D and E, and the various inspectors of the different educational districts perform like functions for the pupil teachers in their districts . . . We find the examiners for the higher certificates have their names attached to the papers which they set, while around those who examine the pupil teachers and for the certificates D and E, there hangs a dark cloud of mystery, which tends to take from candidates confidence in the examination. While it is thought necessary in matriculation examinations to assign a number to each candidate under which he will be examined, why should such a precaution be disregarded in those examinations where the livelihood of the candidate is at stake?" McArthur had returned to Auckland by September, 1887; from No. 209, Victoria Arcade, he wrote to the Board asking for a testimonial. The Board expressed its "sense of the very great ability displayed by you, and the satisfaction given, in the performance of your duties as principal of the Auckland Training College," —

---

[1] H. Worthington to V. E. Rice, 9 October, 1883. The Board was also disturbed when the inspector, Fidler, attended evening lectures in geology at the University College.

[2] He was succeeded in that office by W S. Fitzgerald of Dunedin. George Hogben of Christchurch followed Fitzgerald.

Words, words, mere words, no matter from the heart.

Edward Hale Gulliver came to Auckland as English master in the College and Grammar School in January, 1881; but a year later he assumed the duties of warden of St John's College. While he was at St John's — in June, 1883 — he applied unsuccessfully for an assistant mastership at the Girls' High School, and — in April, 1884, the year that St John's opened in Gladstone Road, Parnell — he was an unsuccessful candidate for the headmastership of Cambridge District High School. When Gulliver applied for the Cambridge position, O'Sullivan wrote, "He has had no experience whatever of the teaching of primary schools. I think it very unlikely that he can at his age qualify himself to teach one." Two years later the Board appointed him principal of the Training College! In the advertisement inviting applications the Board had emphasized that "a practical knowledge of education, and the power to teach, will be regarded as more important qualifications than mere scholarship". No words could have declared more emphatically the Board's lack of appreciation of its own educational system, than the appointment of a man without qualifications, from outside its own service, to train its future teachers. Gulliver, aged 44, took charge of the Training College on 1 February, 1887 — one of his students was Thomas U. Wells. However, he did not have long to put any of his ideas into practice. In November the Government decided not to renew the vote of £8000 for the training of teachers. The Thames Training Classes which Horatio Phillips had conducted since July, 1880 ended in December, 1887. When the Board was informed that the grant would not be continued after 31 December it immediately dismissed Gulliver and Worthington from 31 January, 1888. Again the Board had acted with more haste than delicacy. Gulliver reminded it of paragraph 3 of their agreement dated 20 October, 1886, — "one year's engagement is guaranteed. The appointment will afterwards be terminated at any time by six months' notice on either side". The Minister agreed to pay Gulliver's salary for six months longer, and the Auckland College died on 31 July, 1888, aged seven years.

Besides testing its administrative and pedagogical qualities in those fields of superior education covered by libraries, scholarships, district high schools, pupil teachers, and the Training College, the Board ventured into the rarefied atmosphere of girls' education. In June, 1873, Sophia S. Stothard presented her compliments to the Board of Education and submitted to it a plan for an Auckland Ladies' College and Grammar School for Superior Female Education. The branches of instruction would be Superior English (including reading and writing), arithmetic, geography, grammar and composition, history, the science of common things (*i.e.* domestic economy), botany (in summer), astronomy (in winter), plain and fancy needlework, vocal music, perspective drawing and painting, French and German; there would also be a special class for the art of teaching and the principles of education. She suggested that from ten to thirty scholarships for free education should be competed for annually; each Board school would present one candidate not under 12 years of age. Teachers who had not had the advantages of regular training could pay a visit to this school and gather hints on school organization; it would provide a supply of teachers until a training school for teachers and governesses could be established, by which time it would be a valuable model school. It would, too, give "a good education for those children whose parents object to their mixing with the lower orders, and yet feel themselves aggrieved if they personally reap not some advantage from the educational rate which they pay". "If a school such as Miss Stothard describes," said O'Sullivan, "can be carried on successfully for £200 a year that sum would be very well expended." Miss Stothard held a Certificate of Merit (I Division II Class) from the English Committee of Council on Education. For the four years prior to 1854 she had trained teachers for country schools at Carmarthen Girls' School. During the next two years she had been head governess of the Christchurch Collegiate School in Brighton where most of the sixty girls attending expected to become governesses. She had organized various schools in connection with the Home and Colonial Infant School Society which had been founded in Gray's Inn Road, London, in 1836 mainly through the zeal of the Rev. Dr Charles Mayo and his sister Elizabeth to propagate Pestalozzian principles. Miss Stothard was for two years principal of the Female Training Institution at Bandon, near Cork, in Ireland. She had held only one public appointment in New Zealand; for one year she had been the teacher of about 20 children at the Onehunga Young Ladies' School, whose sole acting manager had been Henry Taylor, formerly Inspector of Schools. But she had conducted private classes for ladies in science, arithmetic and perspective drawing and had acted as visiting governess to some of Auckland's leading families. She had also delivered a series of lectures to ladies on scientific subjects. "A little real knowledge of science," said this professional woman, "will make a lady a better housekeeper." When the Board postponed consideration of her proposals she wrote an urgent letter, underlined in royal fashion, stressing the point that her main object was "to increase the number of *efficient Female Teachers and Governesses.*" "It will be *more economical* in the *end,*" she wrote, "to start at *once* on an efficient footing." On 17 July, a committee of the Board concluded that "to establish a grammar school for ladies on such a footing as would offer advantages to the public sufficient to counterbalance the evident inconvenience of disorganizing the existing ladies' schools in the province would require a much larger outlay than the funds at the disposal of the Board this year would warrant". Miss Stothard left Auckland and in 1874-75 took charge temporarily of the West Christchurch Borough Girls' School. The report was held over until Whitaker's opinion of the Trust had been received.

The Board on 19 June, 1873 had appointed a committee comprising Haultain, J. M. Clark, and H. H. Lusk, to consider the question of establishing a school for girls.[1] It recognized the desirability and justice of devoting a portion of the Grammar School Funds to female education and inclined to the opinion that the best way of carrying out this object would be to form a female school similar to, and to a certain extent in connection with, the boys' Grammar School. Farquhar Macrae, however, had other decided opinions. The time of the Grammar School masters, he said, was so fully occupied that no aid could be given by them in the actual teaching of the proposed girls' school; his own duties were so onerous that he could not undertake any further responsibility. He advised the Board to create an institution for the higher education of girls formed on the model of the boys' school with a responsible Head and a sufficient staff of teachers. On 14 March, 1874, Mrs Shayle George of Clifton House, Alten Road, sent the Superintendent some suggestions for the establishment of a Provincial High School for Girls. Eleven days later she addressed a similar, detailed document to the Chairman of the Education Board. For twenty years she had been "in the work of Education" and for the seven years before 1874 she had devoted herself to the labours of a girls' school. In December, 1873, she had sent up six of her pupils for the examination for scholarships. This was the first occasion on which girls had been admitted and to Mrs George's gratification all of her girls won Certificates of Proficiency; they were, too, the only girls from any school in the Province who were successful. Although the girls had obtained as high marks as the scholarship-winning boys they had been awarded mere certificates. "I do not believe," she said, "that there can be anything more unsatisfactory than the state of the Girls' Schools in and around Auckland — no system, no laws, no fixed principles, and no rewards for merit." She was convinced that private schools could never successfully or thoroughly carry out a high standard system of education in Auckland Province. "With state aid alone, and under state control," she said, "can this be done". In order that Auckland girls might aspire to what Rabelais' Gargantua called "the heavenly manna of good learning", Mrs George put the case for a Central High School for Girls with a lady principal and a staff of lady teachers. The poet could write of, —

---

[1] It is probable that the "committee's" report on Miss Stothard's plans was made by Haultain alone. He remarked on the difficulty of getting the members to meet and his was the only signature appended; on 3 July, Clark resigned and J. T. Boylan succeeded him.

Man with the head and women with the heart;
Man to command and women to obey;

but Mrs George was anxious to disturb this state and risk confusion. Doubtless she experienced some feminine satisfaction when, just over four months after her supplication the Governor gave his assent to "The Education Act 1872 Amendment Act, 1874".

The Auckland Girls' Training and High School was established by the Board in December, 1876 under the authority of Clause 23 of this Amendment Act of 1874. The premises of the school were in Upper Queen Street, the property of the Trustees of Wesley College. They had been occupied by the Rev. William Taylor's Auckland College. In November, 1872 and again in May, 1873 Taylor had written to the Board on the subject of providing a Training School for the province and had offered his own services and the accommodation of the College for this object. Then in April, 1876 he informed the City East Committee that he would be discontinuing his school at the end of that quarter, although his lease did not expire until 30 September, 1878. He recommended that the Board should establish a superior school in the premises. They were occupied by the Board under lease at a rental of £200 a year with the obligation to keep the building in repair. The lease extended to December, 1883. The school occupied two buildings, one of brick, four stories in height, the other of wood but of one storey only. The grounds covered about four acres but only a portion, measuring 120 feet by 60 feet was available for a playground. The ceilings of the brick building were low, the windows small, the light uncertain, and there was no ventilation save through doors and windows. The diningroom, the reception room, the parlour and the study soon had to be used as classrooms. It was a most unsuitable building for school purposes. It opened with about sixty pupils, in January, 1877 under the superintendence of Miss Stothard who — to use her own words — returned to Auckland by request to re-open and consolidate her Ladies' Classes into a Ladies' College. The object of the institution was "to impart to girls a thoroughly useful liberal education, combined with careful moral training",[1] and, in the spirit of Frances Mary Buss, to extend to girls advantages similar to those conferred upon boys. The curriculum, if carried out "in the proper spirit" would enable the girls to think correctly for themselves, have true knowledge of their powers and duties, and act their part in life with prudence and proper self-respect. One can only marvel at the efficacy of arithmetic, geography, and grammar in the hands of untrained teachers!

---

[1] In her draft prospectus Miss Stothard wrote "careful moral and religious training" but, on second thoughts she expunged the provocative word "religious". Perhaps when she drew her pen across the word she gave a thought to the children of Christchurch who had given her a Bible as a parting gift, or of the original object of the Home and Colonial Infant School Society — "the improvement and general extension of the Infant School system on Christian principles as such principles are set forth and embodied in the doctrinal Articles of the Church of England" — an aim which, it must be admitted, was relaxed when it was realized that persons other than Anglicans could be "individuals of character and piety".

In December, 1877, the Girls' High School was examined by the Rev. D. W. Runciman of Ponsonby and James Adams of the Parnell Grammar School, Runciman taking the lower classes and Adams the upper. The "first class" was a composite body of the ladies' training class, the advanced lady students, and a few less advanced pupils some of whom were in the first division and some in the second. Nearly all of these young ladies received high marks in dictation, writing and reading. Only 8 out of 62 scored more than 50 per cent. in grammar. In history the highest mark was 35 per cent. In geography most knew very little at all of the subject. Easy arithmetical questions revealed how very backward most of the girls were. Only a little progress had been made in French. In botany and the laws of health not enough progress had been made to warrant an examination. The Lower School consisted of the second, third and fourth classes. In such a classification the many backward pupils in each class hindered the progress of other children. The second class worked sums using the simple rules on their slates but could do little mentally. The subject proposed for English composition to the third class, where ages ranged from 12 to 15 years, was, "Write down your name, address, the place of your birth and give as full an account as you can of the means of Education which you have enjoyed." "Their papers on this subject," wrote the examiners, "gave a good idea of the material on which the teachers of the High School have to work!" These compositions, quite apart from their literary qualities, are interesting because of the light they throw on the educational opportunities enjoyed by the most fortunate children in Auckland during the late 'sixties and early 'seventies. Annie B. was born at Chapel Street on 16 April, 1865.

> "The first lady," wrote Annie, "who taught me to read and write was Miss Martin. I was then seven years old I remained about two years with her, and in my ninth year I went to the Nuns School in Chapel Street, I first learnt music there, I was taught German, Singing, and fancywork, I like the Nuns very much, I remained with them a year. After I left I went to the country for three months. I did not go to school the rest of the year which was in 1875. Last year I went to Miss Supple's school, which was situated in Symonds Street On April 12th this year I came to the High School, on the following Monday I was 12 years old. The first time I learnt French was at this school I think I know a great deal more, than when I first came, I have learnt to read and write better. I was in the third class when I came, and now I am in the second. This is the last week I shall be at school of the year 1877. This is the examination week as well, I hope I have done well as I have been trying to get a prize. Next year I hope to come back, ready to work for another year."

Ellen F. gave her date of birth as 22 June, 1864 and her age in December, 1877 as 12.

> "I was taught my Alphabet," she said, "by my eldest Sister, and I received how to learn to read, and write, from Miss Belcher, who, afterwards, taught me Grammar. I then went to Miss Hills, where I still went on learning, and improving, and I learnt Geography. I did not know much Geography when I left, but I went to a school in Hobson Street, the teacher's name is, Miss Holder, I learnt through the Geography book and was able to answer Questions. I went to Mrs Shayle George's school, My teachers name was Miss Tregare. I delayed my school for a quarter, I was at home and not well. I then came to the Young Ladies High School, I came in the year 1877 where

> I have improved greatly and I think if I stay here next year I will improve more I am under Miss Mann the Head Governess, when I first came, I was in the third class, and at the examination, I was examined in the second, and I am going to try to get into the first next year. I have been trying very hard for a prize, and I have done my very best at the examination, it is very near Christmas 1877 year."

The conclusions of the compositions showed an extraordinary unanimity, and, like all the other young ladies, Ellen hoped to enjoy her holidays greatly but, unlike most of them, she was going to "prepare some lessons for school so that they might not go right out of my mind".

The ladies of the Training Class were heard giving lessons. This select band had been chosen by Miss Stothard and paid no fees. The eloquent comment of the examiners was, "The first requisite of a teacher is a thorough knowledge of her subject." This class had not been sanctioned formally by the Board. O'Sullivan thought it should be abolished at once. "It partakes," he said, "to a considerable extent of the character of an abuse." There is something pathetically snobbish about Miss Stothard. Her servile appeals to "the leading families" give the impression that she would have essayed to impose what Dickens called "the Aristocratic gravity of Grosvenor Square and Hanover Square, the dowager barrenness and frigidity of Fitzroy Square" upon Parnell and Ponsonby. She was asked to inform the Board what changes she would recommend as a result of the December examination. For six weeks she was too busy to answer! Her vindication at last was presented in the middle of March, 1878. At her school, habits of quiet application were required. With an attitude often adopted by one level of schooling when regarding a lower level, she pointed out that she had to make up for six or seven years' lost time; the majority of pupils at the time of entrance knew nothing. But the masculine Board appointed a committee of enquiry and on 30 March, it resolved to place the control of the school under a headmaster. Two days later Miss Stothard wrote to the Board because she had "heard a rumour that the Board were desirous of substituting a rector or headmaster for a lady principal". "I hasten to say," she wrote, "that if they consider such a change will be beneficial to the school I will not be any hindrance to its being carried out." The Board grasped the opportunity and on 5 April, 1878 — the first meeting of the Education Board under the 1877 Act — her resignation was accepted. It thereupon recorded its appreciation of the efficiency with which Miss Stothard had discharged the very arduous duties devolving upon her as lady principal during the previous fifteen months. To use her own words, she resigned "in bad health", and went to Nelson where she conducted Morning Classes for Young Ladies and Evening Weekly Classes for Teachers. On 15 April, Neil Heath was appointed headmaster of the Girls' High School at a salary of £500.

CHAPTER 13

HEAVENLY MANNA

Neil Heath first came to the notice of the Board in September, 1877, when he was an applicant for the position of assistant clerk at £150 a year. At that time he was an agent of the Waikato Steam Navigation Company stationed at Mercer. In Scotland he had been interim headmaster of Stirling Burgh School and rector of Alloa Academy. While at Alloa in 1863 he had been awarded a Fellowship of the Educational Institute of Scotland on the recommendation of the Stirlingshire Local Association. Fellowships were bestowed only upon those who had attained to a prominent place in the profession. Teachers recommended for Fellowships by Local Associations must "have taught publicly and satisfactorily for a period of at least twelve years, or have at least taught for eight years, and, in addition to this, have gone through a complete course of four years at a University". [1] Heath also had first-hand knowledge of schools in France and America. Immediately after his unsuccessful application for a clerkship he became a master at the Grammar School. As soon as he commenced his duties at the Girls' School, Heath gave written examinations in order to form an opinion of the scholars' attainments. The results satisfied him that much had to be undone before he could report progress and he at once laid unusual stress upon English and arithmetic.

In August, 1879 the Education Department requested the Board to list, in order of urgency and importance, those works which it considered indispensable and which were not provided for by funds already in its hands — keeping in mind, of course, "the greatest economy compatible with efficiency". [2] At the head of a long list involving an estimated cost of £38,831 stood Grafton Road school; it was then a rented building, small and unsuitable, and the Board wished to construct an entirely new four-roomed school. The schools at Ponsonby, Wairoa South, Aratapu, Kawa Kawa, Te Awamutu, Wharehine and Kamo were held in public halls; Maketu, Matakohe, Lake, Mangapai No. 1 and Raglan occupied church property; the Choral Hall served Auckland East; there were no school buildings at Tauhoa, Mount Roskill, Victoria Valley, Waiwera, Karioi and Hikurangi; and hired buildings or old cottages were used by Thames, Stokes' Point, Helensville, Auckland West No. 2, Tamaki West, Parnell, Ahipara, Kaitaia, Te Arai and the Girls' High School. For the High School, the Board wished an entirely new five-roomed wooden building with a slate roof and with additional accommodation for boarders; the cost quoted was £4500. Hislop questioned the Board's action. There was no authority given by the "Education Act, 1877", he said, to any Education Board to establish and maintain a purely "High" or "Secondary" school; further, such a duty in regard to Auckland City came within the functions of the Governors of the College and Grammar School. The government, therefore would not contribute towards the cost of the proposed building out of a general rate for ordinary Public School buildings. Up to this juncture the Board had looked on the High School as coming within the category of district high schools under paragraph 2 of Section 55 of the 1877 Act and had received a capitation grant of £3/15/0 a head. The Auckland College and Grammar School Governors administered a trust which, on the advice of Frederick Whitaker, was used for males only. O'Rorke said that to educate girls according to the Grammar School Trust was illegal. On 18 July, 1873, Moss, as secretary of the Board, had written to Whitaker asking him for his opinion "Whether the conditions of Trust of the Grammar School Reserves require that Schools for Female as well as Male Students should be maintained, and, if not, whether the conditions preclude the devotion of any part of the funds to Female Schools". Whitaker had returned this letter with his opinion attached (dated 20 July, 1873), — "I have perused the copy of the Crown Grant above referred to and I am of opinion that the Trust precludes the application of the Funds to Schools for Female Students. There is no specific direction on the point but it appears to me that the use of the words Grammar School and College — the nature of the education required to be imparted — the reference to Masters only — and the whole purport of the terms of the grant indicate that the educational Establishment contemplated was intended for males only." The legal mind of Whitaker had come to the amazing conclusion that the use of the words "College and Grammar School" showed that the grant was for the instruction of males only. He would have been on safer ground had he questioned the use of the word "Grammar", a word which had meaning at the time of the old Roman schools of the *grammaticus;* and had he known his Ovid, Martial, Claudian, Sallust, Cicero and Pliny he would have known that Roman boys and girls studied together; the word indicated, too, a type of school affected by developments during the Renaissance and Reformation and was applied justly to those schools of a strictly classical nature; but its use for a school with no historical associations, in a new country, and with no compulsion regarding instruction in Greek and Latin, was an anachronism. Whitaker came to the conclusion that the Grammar School was intended for males only, because of "the nature of the education required to be imparted". It was not only his own narrow personal opinion, however, that English language, mathematics, "other branches of learning", and perhaps Greek and Latin were not suitable for girls. Amorphous female schools were indeed more the rule than the exception and in mid-Victorian England, as much as in any European country, girls were not expected to have an appetite for anything more substantial than educational sweetmeats. Whitaker also thought that the reference to "masters" indicated that the trust fund was not to be applied to schools for girls. It was not a reason which should have carried any weight; for after the initial scholastic disorder the Board gave all the main positions of authority in the girls' school to men. It is highly probable that Grey had given no thought to the education of girls when the trust deed was originally composed. Yet in 1877 he used words which, if they had been sincere, would have indicated how liberal he was in educational matters. "The question upon which we are about to legislate," he said, "is the future of a young nation, and not only the future of that nation as a whole, but the future of every unit that makes up the entire nation."[1] To Whitaker, at any rate, "the whole purport" of the terms of the grant indicated that the school envisaged was for boys only. This vague conclusion, formed by no reasoning whatever, was accepted by the Grammar School Governors. They ignored his other statement, "There is no specific direction."

---

[1] Educational Institute of Scotland, *Rules and Regulations* MDCCCLI, xxix.
[2] Circular No. 12, Education Department, Wellington, 9 August, 1878.

The Auckland Girls' High School Bill was introduced by F. J. Moss (Parnell) on 30 September, 1878. It had its second reading on 9 October. The Board considered and approved the Bill; it required for the building a sum of £5000 and a site of one acre. On 16 October the Bill passed its third reading in the House of Representatives and on the next day was introduced into the Legislative Council. It became law as "The Auckland Girls' High School Act, 1878". The Education Board was charged with its administration. It was given power "to manage and deal with all lands that may be vested in them by virtue of this Act for the purposes of an endowment in such manner as they may see fit, and from time to time may let the same or any part thereof for any term not exceeding twenty-one years from the time when such lease shall be made, at such rent and on such terms and conditions as they shall think fit". The Board could, "out of such moneys as shall come into their hands by virtue of this Act or otherwise for the benefit of the said school, expend any sum or sums not exceeding on the whole five thousand pounds in erecting suitable buildings and premises for the use as a High School". Until rents were received from the proposed endowment the school was evidently to be maintained by fees; there was no mention of a capitation allowance; and there was no statutory grant. Section 5 of this Act is of particular interest. In the draft bill, it read, —

> "Out of the reserves set apart for secondary education in the Education District of Auckland, or out of such lands as may be set apart as reserves for secondary education in such district, or partly out of the reserves that have been set apart and partly out of reserves that may at any future time be set apart, the Governor may set apart any block or blocks, not exceeding in value five thousand pounds, and shall grant the same to the Board free from all charges or incumbrances as an endowment for the said school."

Unfortunately the final version stated, —

> "Out of any reserves set apart for education in the Education District of Auckland, the Governor may grant any land not exceeding in value five thousand pounds to the Board, free from all charges or incumbrances, as an endowment for the said school, such value to be ascertained by the Land Board of the Auckland Land District."

[1] These fine words were uttered on behalf of destitute children — not on the education of girls — during the debate on the second reading of the Education Bill on 3 September, 1877.

According to the original clause the Government could set apart land at a certain value out of the existing reserves and any reserves which might later come into existence. Eleven years later the Board was to realize the difference between "reserves set apart" and "to be set apart". According to the Act there was to be a reservation of land valued at £5000 for the endowment of the high school; that meant a new reservation because the reserves which had been made were returning no income at all. In the following January, Habens, in his capacity as secretary of the Royal Commission on University and Higher Education, asked the Board what income it was receiving from reserves granted according to Section 5 of the Act. It is strange that the Inspector-General did not know that the reserves had not yet been made available.

At the end of 1878, H. H. Lusk — after protesting that his fee was not high enough — examined the school in mathematics, English language and composition, and geography. Runciman, happy to render assistance with the examination, tested the girls in French, German, Latin, history, drawing and sewing! He noted, first, that very marked progress had been made during the year, second, that still greater progress might be looked for in the coming year, and third, that the school was thoroughly deserving of the confidence of the community. Lusk found arithmetic to be more satisfactory than was usually the case in girls' schools; there had been "very remarkable progress" in algebra and Euclid, and in the department of original composition the results were considerably better than he had yet known in any school. He detected a feature common to education in all countries during the nineteenth century — the growth, in number and content, of school subjects. When the school opened in February, 1879, Heath had about 118 children to classify. By April, the attendance was 216. Pupils came from Auckland East, Auckland West, Ponsonby, Mt Albert, Mt Eden, Newton, Grafton Road, Newmarket, Epsom, Remuera, Parnell, North Shore, Onehunga, Otahuhu, the Waikato, Tauranga, Katikati, Raglan, the Bay of Islands, Hokianga, Wellington, Thames and Three Kings. The headmaster's work became excessive. "The continued successful existence of the school," said Heath, "depends in large measure on the thoroughness with which the younger scholars, who require the very best teaching power, are handled and I do beg with much anxiety to urge upon you the appointment of a capable male teacher, who can relieve me from the higher work." But during 1879 he had to be content with seven regular female assistants and some visiting teachers for drawing, French, German and fancywork. Heath was not satisfied with the standard of teaching and he did not think that the Board would secure the services of an efficient person until it offered a larger salary. Of the new scholars whom he received after Easter all had been "wretchedly educated"; several of them had "finished" their education at other seminaries, yet not one could analyze a simple sentence or work a sum in simple addition correctly. "The education at the private schools," said Heath, "is exceedingly retarding to our progress." Added to his staffing problems, the quality of children from private schools, the prevalence of whooping cough and the absences which interfered with general progress, there were physical drawbacks; the kitchen was too small for cooking, the acoustics were "distressing", and two offensively smelling drains discharged about 16 yards from the front of the house. In his annual report, written in December, 1879, Heath hoped that something would be done to provide suitable accommodation. "Next quarter," he wrote, "I am afraid I shall be under the necessity of again sacrificing a bedroom. Last quarter I had to set aside the diningroom. My own office has a piano in it and here, with the instrument in use four whole days out of the seven, have I to do my clerical work and repeatedly to receive visitors — the piano in the parlour rendering that room uninhabitable, that in the drawing room being equally serviceable for such a purpose; and that in the diningroom vigorously expressing sympathy with the others."

During 1879 the endowment for the maintenance of the school was not yet made available. In February, Hislop assured the Board that the matter had been brought under the notice of the Waste Lands Board. In the same month D. A. Tole, Commissioner of Crown Lands, also informed the Board that steps were being taken to select a reservation to the value of £5000. Rice presented the School Commissioners with the state of income and expenditure of the School; for its first two years fees had amounted to £1292/15/-; total expenditure had been £2986/9/8; a large rent was being paid; £350 had been spent on the erection of a temporary building (acoustically distressing); and the Board could not hope to continue to provide the capitation grant of £3/15/- per head. Rice's eloquence so moved the Commissioners that in April some aid was received from the Secondary Education Reserves Revenues to the extent of £61/4/3! Further appeals to the Education Department by Campbell and Rice brought a rebuke from Hislop that under "The Education Act, 1877" capitation grants were paid to Education Boards for "Public Schools" established and carried on in accordance with the requirements of that Act and that consequently the Girls' High School gave the Board no claim to any capitation grants. At last, in February, 1880 the sum of £1200 was voted by the General Assembly "by way of aid" to the Girls' High School for the financial period 1 July, 1879 to 31 March, 1880; but the Government instructed the Board to deduct from the next capitation payment the amount which had been paid to it on the account of the school for the eight months from July, 1879 to February, 1880! The Board met the Minister of Education, William Rolleston, at the Board's office. Clark wrote to him, and Rice appealed to the School Commissioners. Rolleston told the Board that there was no reason to suppose that the Government or the Assembly would let the Girls' High School fail for want of maintenance; as to the request for a building grant, he could not express any opinion until the question had been fully considered by the Government. He had no doubt that the Assembly would continue to vote grants for school buildings and he expressed his opinion that the grants would be distributed according to actual requirements. The distribution of revenues derived from reserves was made equally between four schools. The total amount received by the Board in aid of the Girls' High School from the passing of the "Education Reserves Act, 1877" to June, 1880 — a period of two and a half years — was £146/16/-. Of the other three schools receiving equal assistance from this source, the Auckland College and Grammar School had a valuable endowment in land yielding a revenue of £1750 a year and it had a new building. The Thames High School[1] had also an endowment of land, and it had recently received a vote of £1500 from the General Assembly. The Whangarei High School,[2] also endowed with a valuable block of land, was, in the middle of 1880, just about to be established and it appeared that for a period it would be held in the District School and taught by Board teachers. But the Girls' High School, the largest secondary school in the Colony, remained in old, unsuitable rented premises, with no capitation allowance, and still without an endowment. The Commissioners refused to change their method of appropriation. The Government placed £1200 on the Estimates to meet current expenditure but because of "the present financial position of the Colony" the claims of Auckland had to "stand over".[3] Although the receipts for 1880 totalled £3833 — £287 in excess of the expenditure — this was brought about by reducing the salaries of teachers and by altering the scale of fees to a uniform charge of £2/2/- a quarter for each pupil. Free tuition was given to holders of scholarships established under the Education Act and to girls who obtained certificates of proficiency at the examination for such scholarships; the District Scholarships were competed for by boys and girls alike for the first time in December, 1879.

According to "The Education Act, 1877" the "liberal education" which was to be the distinguishing mark of a district high school consisted of Latin and Greek classics, French and other modern languages, mathematics and some "other branches of science". Apart from the reading, grammar and composition of the public school course of instruction, English language and literature did not win inclusion. The "Education Reserves Act, 1877", which became law on the same day as the Education Act, defined "secondary education" as any system of purely secular education carried on at superior schools, where the usual branches of a liberal education consisted of the English language and literature, Latin and Greek classics, French and other modern languages, mathematics, physics, and other branches of science. The Reserves Act gave the mother tongue a place in the school. It also made a special mention of physics. The Girls' School, lacking Greek and physics, did not comply with either Act; for some months in 1881 the upper school had a few lectures in astronomy and some work was done out of Stewart's *Physics Primer;* for the "other branches of science" Heath used the physical section of geography. The most difficult subject to teach was history, and Heath strove to induce his assistant teachers to acquire a thorough knowledge of the period of history they had to teach, to examine their scholars without having the text book in their hands and "so to breathe reality into the lesson by drawing freely but judiciously from their own stores of knowledge". Lusk and Runciman who had examined in 1878 and 1879 did so again in 1880. The work of the school had suffered from "unwise demands made upon or by the children at home" and from the alarming frequency of dancing classes; Heath observed that the tone of the girls was not improved by the dancing mania. In spite of difficulties the two senior forms produced excellent mathematical work. It was remarkable, not only in itself, said the examiners, "but as tending to refute the prevalent opinion that such studies are generally uncongenial to the minds of girls". The attendance during 1881 was considerably lower than that of 1880 because the school was closed to boarders, the fees for junior pupils were raised, and when girls applied to be admitted as pupil teachers their parents found that the education of the High School was considered of no more value than that of the District Schools. During the year Habens spent the greater portion of one day in inspection. The Board decided to discontinue the annual competitive examination in December but before it did so it heard the opinions of O'Sullivan and Heath. "I think the stimulus of such examinations is most unhealthy," said O'Sullivan; he was probably influenced by his experience of the preparations made by district schools to pass standards. Heath was strong in his condemnation of those searching examinations because of the harm they did to pupils and teachers. He preferred to examine when he wished, with his own tests "applied quietly, unexpectedly and unobtrusively as a part of the school course". The results of one paper were an uncertain test of ability. On the question of competition he said, "We have no desire to be told that Mr A.'s daughter has taken more marks than Mr B.'s; no, we would rather be informed that Mr A.'s and Mr B.'s are learning to do their work to the very best of their powers." Heath's method was effective, — "If good work is not being done by the pupil I at once let the parent know, and if good work is not being done by the teacher I let the Board know." But academic or examinable subjects were not the only pursuit of the girls and teachers; and the girls who were leaving at the end of 1881 received an exhortation from the drill sergeant. John P. Birley advised them to avoid looking on the ground when walking because it brought about an unsightly droop to the shoulders and a contraction of the chest and he strongly counselled them to avoid turning their toes inward. Birley told Heath that their dresses made it difficult for the girls to move with that freedom so necessary in physical training, and their "high heeled boots with soles as thick as brown paper" made the pupils walk badly. Heath immediately wrote to Laishley[1] on the "senseless and injurious style of dress so widely prevalent". "The dress," he said, "clasps the chest tightly and the waist is reduced to the smallest compass, while the poor legs are in narrow circumstances in consequence of the limited, oft times *very* limited, dimensions of the so-called skirts." The Board, in its turn, called the attention of parents to the dangers of the style of dress and "its unsuitableness to the purpose of physical development". The pressure of the tight band round the waist and the laced corset were injurious to the organs of digestion, respiration and circulation; tight garters caused varicose veins; and boots and shoes with high, pointed heels injured the vertebral column and its nervous mechanism. "It will be seen," said the Board, "that the risk incurred is fearful." O'Sullivan, too, made his contribution. He wanted a "Tennis Lawn" formed at the Girls' School. It were best to draw a veil over his "coaching" methods. "If a Tennis Lawn is provided," he advised, "the girls should be made to play with both hands, in order to counteract a tendency for the right side to attain a superiority over the left."[1] The school reopened on 6 February, 1882, with 134 girls, but of 51 new pupils only four were competent to enter a form and extra classes had to be arranged to cope with the backward condition of the 47. Girls ranging in age from 16 to 21 years attended this school to begin their education and it was with them that Heath's main difficulty lay. They were distributed through the school in order that they could receive individual attention. Thus, there were two schools; one consisted of pupils who advanced through the curriculum, the other of those who joined at any time and at all ages between 9 and 21 and who intended to remain only for a year or so at most. In July the attendance was 194; bad attendance, however, brought the average to about 170. Twenty new pupils arrived on 17 July at the opening of another term but not one could be placed in a form and subsidiary classes had to be continued. In spite of this disheartening arrangement Heath's excellence as a teacher continued and the scholarship in form VI was high; the girls there were aiming to attend the University. Forty girls hoped to be teachers and of these, 32 wisely intended to graduate first. The Minister, Habens and Hislop were aware of Heath's admirably efficient management and his practical skill as a teacher but they gave him no encouragement.

---

[1] "An Act to provide for the Establishment and Management of a Boys' and Girls' High School at the Thames, 1878".

[2] "An Act to provide for the Establishment and Management of a High School at Whangarei, in the Provincial District of Auckland, 1878".

[3] J. V. Hislop to V. E. Rice, 22 June, 1880.

---

[1] Heath's practice of writing to the Chairman and not — according to regulations — to the Secretary, annoyed Rice.

The Estimates of 1881 did not include a grant in aid of the Girls' High School but after Swanson and Moss had seen Rolleston and Dick £1200 was placed on the supplementary estimates. Hislop explained to the Board that the votes in aid of High Schools were not to be regarded as annual votes but only as temporary measures. Nevertheless, when the Royal Commission on the University of New Zealand was considering the "pressing wants of a high school for girls" at Nelson, the Commissioners felt that it ought to receive an endowment in land, "and might for a time be aided by an annual vote, as in the case of the Auckland Girls' High School". That part of the report, dated 24 April, 1880, was written by Habens, the Commissioner's secretary and also Inspector-General of Schools.[2] The Board continued to expect an annual grant in lieu of the promised endowment. A ray of hope shone feebly in February, 1882, when the Premier, John Hall, told a deputation of the Board that he would visit the school if possible. The light was extinguished a few weeks later when the Minister announced that £600 should suffice for the requirements of the school for the ensuing financial year. The Board contrasted the boys' Grammar School with its valuable permanent endowment, the liberally-endowed schools in Canterbury and Otago, and Nelson College—with 140 pupils in 1880—which had received nearly £2000 from endowments and reserves, with its Girls' High School with no endowment except a trifling £34 from the School Commissioners. In July, 1882, O'Sullivan reminded Moss, Hobbs and Dargaville that the Howe Street Industrial School site of 3 acres had been taken by an act of the Provincial Council from reserves for secondary education.[1] In September, Moat and Dargaville waited on the Minister, Dick, and obtained a promise from him that in the event of no satisfactory arrangement being made for the purchase of the property in Upper Queen Street then held under lease, the Government would introduce a Bill to set aside the Howe Street land as a site. The Trustees of Wesley College would not sell their property, and the Board, after inspecting eligible sites decided that Howe Street was the most suitable. In June, Dick informed the Board that the Government would consider favourably an application for the Howe Street site on the understanding that it was not to be sold, and in August the Board accepted this arrangement. In the meantime the Girls' School had again been omitted from the Estimates and only after confidential promptings from Hislop did Rice apply for at least £1000 to be placed on the Supplementary Estimates; that sum — no more — was granted in September after considerable opposition. In the same month the Board was informed that it was now too late in the Parliamentary Session for dealing with the Howe Street property and the matter was accordingly deferred. The Board had no choice; it was compelled to accept the Wesley Trustees' terms of a lease for three years at a rental of £300 a year. The year 1884 opened with the Girls' School still without an endowment, housed in an unsuitable leased building in Upper Queen Street.

---

[1] Memo. to the Board, 30 March, 1883.

[2] *Report of the Royal Commission to inquire into and report upon the operation of the University of New Zealand and its relation to the Secondary Schools of the Colony, 1879-80.* See *Appendix to the Journals of the House of Representatives, 1880,* Vol. 2H.-1.

During 1883 tension between O'Sullivan and Heath developed quickly and continued into 1884. On 4 August, 1882, the Board had agreed that the inspector should visit the school occasionally and report on its general condition but in March, 1883 Laishley instructed O'Sullivan to inspect the Girls' High School as fully as he inspected district schools. Heath criticized his examining on many grounds. The marking was inconsistent, unfinished oral answers sometimes gaining the maximum marks. The youngest form, averaging ten years old, had to "give a brief account of the origin and progress of the Wars of the Roses". The most elegant seamstress in the school received only 50 per cent. and another girl who had received 75 per cent. in a previous examination was given 15 per cent. from O'Sullivan. The poor quality of entrants was recognized when Professor Tucker, in October, persuaded the Board to deny admission to any girl until she had passed an examination in reading, spelling and writing of not less difficulty than that of the Third Standard, and also in arithmetic and geography of not less difficulty than of the Second Standard; the examination was to be conducted by the inspector. It was a tribute to Heath's teaching ability that, while the mathematical standard of the lowest forms did not impress O'Sullivan, that of the sixth form was always very high. Heath also criticized O'Sullivan's style; he was not understood by the children. O'Sullivan pointed out to the Board that Heath's criticisms were made while the papers were being marked; this, he said, was "intimidation"! Heath and O'Sullivan argued also on the composition of a prospectus, the limitation of numbers attending the school, and on the tuning of pianos. O'Sullivan at this time was not enjoying good health; early in December he was given leave of absence till the following January. Heath's temper was not improved by the excessive amount of work which he did. He was almost constantly occupied in teaching during school-hours. "All night," he said, "I have so much to do in the way of planning and overlooking work that bedtime is upon me before I am ready but not before I am exhausted." In September he resigned. The Governors of the Napier Boys' High School had offered him the headmastership of that institution in succession to the Rev. John Campbell, and for "many reasons" he found it necessary to sever his connection with the Girls' School. The Board asked him to reconsider his resignation. Parents petitioned the Board "to endeavour to retain Mr Heath's services in the position in which he has achieved much marked success".[1] Sloman, aged 41 years, who had been on the staff of the Auckland College and Grammar School since 1872, was chosen as the new headmaster, and on 9 January Heath sailed from Auckland on the *Tarawera.* Before he left, he advised the Board to overhaul the blinds, to plant trees which would hide the back of a large boarding-house then being built from the gaze of the scholars, and to do its utmost to compel the City Council to remove the brothels that were such a nuisance in the neighbourhood. "Schoolgirls," he said, "have heard sounds and looked upon scenes that should not form any part of their education."

---

[1] "The Industrial School Act, 1872". The Schedule of this Act defined the land to be held by the Superintendent in trust as a site and endowment for an Industrial School under the "Neglected and Criminal Children Act, 1867". The Grammar School had been removed from this position.

After three years of complaints about the primitive conditions of inadequate cesspools, the use of pulverized earth and carbolic powder or acid, and trouble with the night soil contractor, water closets were erected in 1885 at the Girls' High School. In May the Scripture Gift Association — established in 1877 for the promotion of an increased knowledge of the Holy Scriptures among children of the Public Schools — presented the library of the Girls' High School with *Uncle Tom's Cabin, Pilgrim's Progress, From Log Cabin to White House,* ten parts of *The Girls' Own Paper, One Hour a Week, Satisfied, Home Made and Marred* and *Friends till Death.* In October, James Marshall Lennox and Frank Lawry were elected to the Board in the places of Professors Aldis and Tucker. When Lawry resigned, Richard Udy was elected in July,

---

[1] 12 September, 1884. Among the parents who signed the petition were J. C. Firth, Thomas Buddle, James Wingate, Frank Phillipps, James Wiseman, John Hooper, Andrew Stewart, D. McKenzie, R. K. Garlick and W. Gorrie.

1886, and joined Carr and Goldie on the Girls' High School Visiting Committee. This Committee, in April, had recommended that the annual examination be held in August and be conducted by the headmaster and his principal assistant; they also recommended that there should be an examination by an inspector twice each year. In October, 1885, William Wood, who had been assistant master since July, 1883, was given three months' notice. In December he applied for re-employment and was re-engaged for the first term of 1886 but in February he resigned to take up his appointment as second assistant master at the Napier Boys' High School under Heath. Wood's dismissal at the end of 1885 was only one item of a retrenchment programme forced upon the Board. Besides staff and salary changes another saving was made in stationery; previously the Board had provided pencils, crayons, drawing books, drawing paper, exercise books and copy books at a cost of about £120; a reduction of £70 was made and pupils had to buy their own copy books. Retrenchment was expected to save £622.[1] The causes of the financial difficulties were the persistence of the Government in denying the school an endowment and the paucity of government assistance in lieu of the endowment. When the Board asked for a grant of £1200 in June, 1885, the Minister (Robert Stout) placed only £1000 on the Estimates; the entreaties of Moat and the fact that the Girls' School account was overdrawn by £200 made no impression on the Government. During the first eight months of 1885, with a roll of 189, the expenditure on the school exceeded the income by £583; the deficiency was partly met by a reserve fund of £960, the accrued savings of the four years previous to 1884. No income from revenues from reserves for secondary education had been received since February, 1883. In October, 1885, the Board received an instalment of £500 from the government grant of £1000, and £500 from the Commissioners of Education Reserves; a second government instalment of £250 arrived in December, and the balance was paid in the following March. During the financial year 1886-87 the Board received another Government grant of £1000 and £200 from the Commissioners of Education Reserves; for 1886 the income of the School, supplemented by these grants, covered the expenditure. At the close of 1886 there was still no money coming from an endowment; indeed the position had become more frustrating than ever. On 28 January, 1886, the Board, acting upon the suggestion of the Secretary of Education and the Under-Secretary for Crown Lands, and on the advice of the Assistant Surveyor-General in Auckland, Percy Smith, applied through the Minister of Education for the reservation of 4898 acres of the kauri timber land known as "surplus" in Walton's claim, in the Maungaru Survey District. The Minister of Education (Stout) referred the matter to the Minister of Lands (Ballance), who replied that it was intended to reserve this land for forest purposes. When Stout explained that the land was urgently required and that no other piece of land was immediately available Ballance, on 11 May, 1886, agreed to the Board's request. On 21 May,

---

[1] The former expense for staff — including permanent and part-time teachers, matron, servant and the accountant — was £2358 a year.

S. Etheridge, for the Commissioner of Crown Lands in Auckland, despatched to the Under-Secretary for Crown Lands in Wellington, a short note: "Accompanying this I beg to hand you description of 4898 acres, Walton's land claim (surplus land), for reservation as an endowment for the Auckland Girls' High School." The next step was the publication of the description. The description was written in ink, but by some clerical accident there appeared at the end of the description, written in pencil, the words, "For primary education". Since the land was unappropriated Crown land it had first to be made an education reserve; and it was accordingly temporarily reserved in the *New Zealand Gazette* of 24 June, 1886 *for primary education.* The area temporarily reserved was described as, —

> "All that piece or parcel of land containing by admeasurement 4898 acres, more or less, situate in the Maungaru Survey District, Provincial District of Auckland. Bounded towards the North-west by land granted to Henry and Charles Walton and Thomas Elmsley 12,880 links; towards the North-east by the same grant, 35,900 links; towards the South generally by the Tauraroa and Mangonui Rivers; and towards the South-west by the Mangarata Block No. 3208 and unsurveyed Native land, 28,120 links, to the point of commencement; be all the aforesaid linkages more or less. For primary education."

Parliament was notified on 29 June, 1886, of the temporary reservation of the land for primary education in pursuance of Section 230 of "The Land Act, 1885".[1] The "surplus" in Walton's claim was permanently reserved in the *New Zealand Gazette* of 9 September, 1886, for primary education, and by Proclamation in the same *Gazette* it was also reserved as an endowment for primary education. The mistake in the *Gazette* perhaps arose through the school being under the entire control of the Board of Education and not under a separate Board of Governors. The schedule for the certificate of title was prepared by the Commissioner of Crown Lands in Auckland, under instructions from the Under-Secretary for Crown Lands, and dated 16 September, 1886, under the Ministerial authority of the minutes of 11 May, 1886; the Governor signed the schedule on 25 October, 1886. On 28 October the Board was informed that it could take possession of the land and that the title would be issued on application to the District Land Registrar. And so on 11 November, 1886 a certificate of title, under the "Land Transfer Act, 1885" was issued by the Auckland District Land Registrar granting the land to the Auckland Education Board as an endowment for the Girls' High School.

At the end of 1886 the School was still without a home of its own. "The Special Powers and Contracts Act, 1885" vested the Howe Street "parcel of land, together with the buildings thereon", in the Education Board "as a site for the school constituted by the said 'Auckland Girls' High School Act, 1878' ".[2] In October the property was transferred to the Board. Sloman and Allright, the architect, inspected the dilapidated buildings; the only parts of the property that could be used were a detached building known as the hospital, that could be converted into a cottage for a caretaker, and a shed known as the laundry, that could be used as a play room for pupils in wet weather. The amount required to erect a suitable wooden building was £3500, or £5000 if the building were made of brick. In June, 1886, Stout, as Premier, promised "favourable consideration to the Government granting a loan at a low rate of interest",[1] but in August he could not suggest any way of raising funds for building a Girls' High School but would be "always ready to assist any practical suggestion"![2] The Government had inserted a clause in the Special Powers and Contracts Bill authorizing the advance of £5000 to the Board for building a Girls' High School on the security of the 4894 acres in the Maungaru Survey District, but it was struck out during the passage of the Bill.[3] In October, 1886 the Board had to accept the terms of the Wesley College Trustees for a lease of the Upper Queen Street premises at a rent of £300 a year, and permission was given to Mrs A. Daldy to use the building at Howe Street for evening classes for boys until it was required by the Board. During 1887 there was a decrease in numbers at the school. At the end of 1885 the roll number had been 199, at the end of 1886 it had been 152, and in 1887 it was 115, comprising two children under 10 years, 59 between 10 and 15 years, 50 between 15 and 18, and 4 over 18 years of age. The full-time teachers were reduced to six and the financial position of the school had become most precarious. Repeated attempts by writing, wiring, and deputations to obtain an advance from the Government for building purposes failed; and by 10 October the Girls' High School account at the Bank of New Zealand was overdrawn by £75. The small grant of £275 was made in October by the Commissioners for Education Reserves. So acute was the position that in September and December the Board decided on legal proceedings for the recovery of fees overdue. One of the greatest disappointments of the year was the abandonment of the High Schools Reserves Amendment Bill, introduced into the House of Representatives by Stout on 27 April. Section 3 of the draft bill authorized the Education Board to borrow any sums of money not exceeding £5000, at interest not exceeding £7 per centum per annum, for the purpose of defraying the cost of erecting a suitable building and premises for a girls' high school at Auckland; but the opposition party in the Legislative Council led by Dr Pollen of Auckland effectively stopped the progress of secondary education in Auckland. "As for the Province of Auckland, from which I come," said Pollen, "I see no necessity that the colony should be burdened by the raising of £5000 for the erection of a girls' high school there." A second severe disappointment which the Board suffered in 1887 was the disaster which fell upon the Auckland Girls' High School Bill, introduced by George Fisher on 30 November. Even before the first reading Fisher told Moat and Goldie that he feared the bill had no chance of passing during that session. However, the bill had its second reading on 13 December; but on the following day it ran into a sea of trouble. The preamble referred to the reserve in the Maungaru Survey District which had been set apart as an endowment for the Auckland Girls' High School.[1] The bill provided for the Board borrowing £5000 for the construction of a brick school building; but difficulty arose because the reserve, upon which the loan was to be raised, had been gazetted for primary education. With the notable exception of Sir George Grey, who had surely forgotten his earlier extravagant protestations on behalf of "every unit that makes up the entire nation", the Auckland members did their best to present a stubborn House with the actual unfortunate history of the case. Although all the mismanagement had taken place during Stout's ministry, Fisher stated that he was convinced that the intention had been to set the reserve apart for the Girls' High School. Of that there was no doubt. But the House was more willing to act upon the amazing untruth uttered by William Fraser (Thames) that it was "quite clear that the reserve had not been set apart for a girls' high school". Had the House been eager to foster secondary education for girls in Auckland it could have invoked "The Girls' High School Act, 1878". The Board's certificate of title to the Maungaru endowment was granted under Section 5 of this 1878 Act. But Section 5 empowered the Governor to grant an endowment out of *any* reserves set apart for education in the Education District of Auckland. The fact that an endowment had been gazetted as a reserve for primary education need not have affected the matter at all. The true feeling of the House towards education was revealed in the third of the Board's big disappointments during 1887. On 29 December, Habens informed the Board that the House of Representatives, by a vote of 42 to 14, had carried a motion put by A. R. Guinness (Greymouth) that no grants should be paid to High Schools that year. On 9 January, 1888, a deputation from the Board consisting of Luke (Chairman), Carr, Goldie, Moat and Upton waited on the Hon. Edwin Mitchelson (Eden), Minister of Public Works; he asked for a list of the liabilities to which the Board was committed. The sum of £1000 was granted for the year ending 31 March, but Habens informed Rice that the vote would not be renewed.

---

[1] Section 230: — Before any land is permanently reserved as an endowment as hereinbefore mentioned a description of the land proposed to be reserved and the purpose for which it is to be reserved shall be laid upon the table of each House of the General Assembly.

[2] See Section 2 and the First Schedule, 2nd Column, para. 2.

---

[1] Thomas Peacock (Newton) to V. E. Rice, 19 June, 1886.

[2] W. P. Moat (Rodney) to S. Luke, 18 August, 1886.

[3] "The Special Powers and Contracts Act, 1886". Whitaker and Pollen spoke strongly against the whole Bill.

In March, 1888 the Board revived an old question. The Board's solicitor, John M. Alexander, was presented with the Crown Grant; he was informed that the lands described therein were vested in the Auckland College and Grammar School by virtue of "The Auckland College and Grammar School Act, 1877" and that the Girls' High School existed and was managed under the authority of "The Auckland Girls' High School Act, 1878". He was asked two questions. Firstly, had the Girls' High School any claim to any portion of the revenue from the endowment so granted? And secondly, if the School had a claim how should it be enforced? Alexander was asked to consult Edwin Hesketh. On 5 April, Fisher met the Board while he was in Auckland; he was unable to explain how the proclamation set out that the endowment was for primary education while the title gave it to a Girls' High School. It was his opinion that the endowments enjoyed by the Grammar

---

[1] The preamble also referred to defects in Section 6 of "The High Schools Reserves Act, 1881" — the date should have read '1880'.

School could be used for both sexes. The question was discussed by the Cabinet on the 26th and on the following day Fisher had a personal interview with the Premier who said that the matter could only be decided by Cabinet. Fisher's difficulty was that there were no funds at the disposal of the Education Department out of which money could be paid for the Girls' High School. Money grants for high schools were specifically voted by Parliament. The Education Department existed only for the administration of the primary school system; it had no function in connection with high schools apart from the district high schools and as it had no function it therefore had no money. The Board asked the Grammar School Board to consider the matter. Although Haultain wrote to Sir George Grey asking him if it had been his intention, when Governor of the Colony, to permit the proceeds of endowments granted for the maintenance of secondary education in Auckland to be made available for the education of pupils of both sexes,[1] no use was made of any reply he may have received. In the meantime the Board resolved to keep the school open for another term beginning on 28 May and ending on 24 August. During the first term (6 February to 11 May) the roll had decreased to 98. "I regret to say," Sloman reported, "that I anticipate a still greater decrease next term, as several parents have made other arrangements for their daughters in consequence of the doubt still existing about the future of the school."[2] On 15 May, 1888, Fisher introduced an Auckland Girls' High School Bill to give effect to what he called an honourable understanding entered into by Sir Robert Stout and the Auckland Board. Stout had thought it "a pity" that the Girls' High School had not been made a branch of the Grammar School for "to him the girls have as much right to the higher education as the boys."[3] The previous bill had reached the third reading when it was stopped by the extraordinary statement that its object was to rob primary education for the benefit of secondary education. In order that an enquiry could be made into the circumstances under which the Maungaru Reserves were Crown-granted to the Auckland Girls' High School, Fisher took the extraordinary move of asking the House to refer the bill to the Local Bills Committee. By 12 July when the second reading was moved the Local Bills Committee had printed its report. It was clear that the reserve was first set apart for purposes of primary education, that being the initial or formal step necessary towards setting apart secondary reserves for high schools; this procedure was necessary to comply with the clumsy wording of the Girls' High School Act of 1878. The bill proposed:—

> To empower the Education Board of the District of Auckland (in whom the said reserve is vested as Trustees), to provide a sum not exceeding Five Thousand Pounds for the construction of brick buildings at Auckland for the Girls' High School, on the site reserved for such purpose by leasing the said reserve in the Maungaru Survey District, and taking any premium fine or foregift on any such lease or by borrowing from time to time at interest not exceeding Seven Pounds per centum per annum such sums of money as they shall think requisite not exceeding Five Thousand Pounds, giving as security for the same a pledge upon the rents and profits of all or any part of the

---

[1] W. Haultain to Sir George Grey, 2 May, 1888.
[2] Headmaster's Report for First Term, 1888, dated 21 May, 1888.
[3] J. Hislop to V. E. Rice, 9 March, 1885.

> said reserve, and upon the proceeds of the timber thereon, and a mortgage or mortgages over the whole or any part of the said High School Site, and the said Bill further provides that the said Education Board may, when any mortgage as aforesaid shall become due, re-borrow such sums of money as may be necessary to discharge any such mortgage or any part thereof.[1]

A copy of the Bill and a plan of the lands affected were deposited in the Resident Magistrate's Court of Auckland for public inspection.[2] The debate on the second reading — 12 and 19 July — accentuated the irregularities and blunders which had dogged the legislation referring to the Girls' High School, and it evoked some unparliamentary language. On 28 August the bill was discharged. In the meantime the Grammar School Board had prepared a bill to make provision for the tuition of female pupils in the College and Grammar School or in schools to be established under "The Auckland College and Grammar School Act, 1877". A clause read, "Governors shall have like powers in respect of providing such tuition and in respect of the application of funds as they now have." Another clause vested all lands hitherto set apart as an endowment for the Auckland Girls' High School in the new Board of Governors. The proposed bill did not reach Parliament, the Board and the Governors agreeing between themselves on an amalgamation of the two schools. The opinion given by Edwin Hesketh on 16 August emphasized the complexity of the whole matter. He took as true the statement in the preamble of "The Auckland College and Grammar School Act, 1877" that certain lands had become vested in the Education Board by virtue of "The Education Boards Act, 1876". Taking it that these lands were then vested in the Education Board they were by virtue of Section 11 of the Auckland College and Grammar School Act vested in the Grammar School Board but subject to the trusts set forth in the Crown Grants of the lands. These trusts, said Hesketh, were for the support and maintenance of a College or Grammar School or Schools open to persons of all classes or races "and including therefore females". By Section 14 of "The Auckland College and Grammar School Act, 1877" the income derived from these lands was to be devoted to the maintenance of the College and Grammar School or Schools and for payment of salaries connected therewith. If the Girls' High School were one of those schools, stated Hesketh, then the income was liable for its support and maintenance. But, he asked, was the Girls' High School one of these schools and was the income so liable? This school had been brought into existence under and by virtue of "The Girls' High School Act, 1878", and by Section 5 of that Act part of the reserves set apart for education in the Education District of Auckland could be set apart as an endowment for the Girls' High School. "The subject," concluded Hesketh, "though apparently so simple, is one of great difficulty, and is surrounded with no small amount of obscurity."

In July, 1888, the Board granted the use of the Howe Street building to Mrs Lilly for a kindergarten subject to the right of Mrs Daldy to use part of the building for a boys' gymnasium. During June and July an inventory of furniture, fittings, books and appliances belonging to the Board in the Girls' School was made. Samuel Cochrane of Queen Street auctioned the organ and some of the furniture. Some of the furniture went to the Auckland West Kindergarten and to district schools. On 27 August, Sloman took his farewell of the Board and on 1 September the remaining furniture and school apparatus was transferred to the College and Grammar School, Symonds Street, where it was received by that ex-Grenadier Guard, J. P. Birley. When the Board informed the trustees of Wesley College that it would be obliged if they would take over the building and grounds it was reminded that the City Council rates for 1887 and 1888 were still unpaid. It was necessary to sell a piano in order to pay them. Because the unoccupied building soon became the nightly resort of Auckland larrikins the Board appointed a caretaker until 31 December at a rate of 5/- a week. Meanwhile arrangements had been made to teach the girls in a separate portion of the Symonds Street building, and to provide them with a separate entrance and playground; the services of the lady assistants were retained. With these precautions girls were admitted in September, 1888 to the benefits of the Auckland College and Grammar School with the assurance not only of receiving instruction in "the usual course of education in the English language and Mathematics" and in Greek and Latin ("if they desired it") but also of remaining purely Victorian, extremely modest, demurely and divinely coy.

---

[1] From the advertisement, composed by John M. Alexander, of this Local Bill in the *New Zealand Herald*, 14 June, 1888.

[2] For the standing orders on local bills see the *New Zealand Gazette*, 19 March, 1885.

CHAPTER 14

AFTER SUPPER OF A CHEESE-PARING

In November, 1889, Dunedin celebrated the jubilee of the founding of the Colony of New Zealand by opening an exhibition called the New Zealand and South Seas Exhibition. The chairman of its Education and Science Committee was Sir Robert Stout. The section devoted to Primary Instruction comprised maps showing where primary schools were located in the various countries that were exhibiting; plans, models, and pictorial representations of schools and accessories; furniture and apparatus used in primary schools; time-tables and methods of teaching, kindergarten, singing, and cookery classes; industrial work, exercises, copy-books, and drawing done by pupils; school books suitable for primary schools; sets of Standard examination questions, and specimen examination papers, with marked and valued answers appended, from the various Education Districts in New Zealand; Training Schools for Teachers — plans, time-tables, modes of study, Teachers' Certificate examination syllabus, and sets of examination questions and furniture used in the training of teachers; the supervision and management of Industrial and Reformatory Schools; and school games, gymnastics and appliances. Secondary Instruction was illustrated in the same way but with one significant omission; there was nothing to indicate how secondary teachers were trained for their work. The Education Board contributed sets of Standard examination questions and specimens of answers, copy-books and drawings, and mechanical or scientific appliances invented by teachers and manufactured locally. The collection left Auckland at the end of October in the *Rotomahana;* but the Dunedin exhibitors did not discover the two cases which contained most of Auckland's contribution until mid-December. At the beginning of January the Devonport School Committee was appalled to find that a lecture table made at the school was serving as a newspaper stand. Nearer to the correct date for a jubilee than that chosen by the southerners, Auckland held its own celebrations at the end of January, 1890. But in this "dizzy tumultuous joy" there was no evidence of school appliances and Standard examination questions; the organizers knew that Aucklanders preferred to be entertained by a Variety Entertainment and the Rarotonga Native Troupe in the City Hall, the West End Musical Union in St James's Hall, Miss Amy Vaughan's Amazon Variety and Burlesque Company at the Academy of Music, or by the Lilliputian Minstrels at the Foresters' Hall in Newton than to stare in solemn silence at the pictorial representations of provincial schools. The

Horticultural Show in the Choral Hall and the Jubilee Chick Show at the Columbia Rink, City Market, attracted people who might not have been inveigled by a display of kindergarten methods. A presentation of text-books used in schools could have produced nothing so stimulating as the exhibition by Professor Pannell, the "Water Wizard", of his prowess in that element. Those who wished to escape from all this public joy and festivity were invited to spend 3d and travel either to Western Park in Ponsonby, or to Mount Eden, or to the North Shore, the Brighton of Auckland; Lake Takapuna was a favourite week-end resort; and the Freshwater Baths in Albert Street were a popular venue for the more adventurous, if somewhat indiscriminating, souls. The pomp and revelry reached its climax with a procession composed of such strange bed-fellows as the Orange Society and the Hibernians, the Rechabites and the Seamen's Union, Good Templars and Federate Labourers, Oddfellows of different degrees of oddity, Foresters and Fire Brigades; this happy band of brothers marched from the Ponsonby reservoir, along Karangahape Road and Symonds Street to Government House and thence by Princes Street, Wellesley Street and Queen Street to the wharf where the "insubstantial pageant" faded. Some of the more phlegmatic citizens took advantage of the boot sale at Garrett Bros (children's lace boots, 9d; ladies' button boots, 12/6; men's Bluchers, 4/9) or of the opportunity to visit "The Cheapest House in New Zealand" at the corner of Queen and Fort Streets — No. 1 Victoria Arcade — and from George Fowlds to obtain a suit made to measure for £2/2/-. However, in spite of these pleasant and gay celebrations the early 'nineties in Auckland, and in New Zealand generally, were characterized more by a feeling of dejection than by one of cheerfulness. In 1886 the population of Auckland had been about 33,000; in 1891 it was only 28,613.[1] According to Reeves, when Seddon became Premier, New Zealand was commercially at low water, there was bitter anxiety on all sides, and times were very bad indeed.[2] The 'nineties were uneasy years for many countries. Alexander III was succeeded by his son Nicholas II and Russia continued to suffer an arbitrary and corrupt government. Germany entered the last decade of the century with a change of pilots.[3] Greece and Turkey fought over Crete. King Umberto of Italy was assassinated in 1900. In France, President Sadi Carnot was assassinated in 1894 by an Italian anarchist. Dreyfus was arrested in October of the same year and in January, 1898, Zola wrote his open letter to President Félix Faure. The closing years of the century were marked for France by anti-semitism, and the opposition of monarchists to republicans, civil authorities to the military authorities, and republicans generally to the Army and the Church. Japan declared war against China. In Britain, Joseph Chamberlain made imperialistic speeches about "our great Indian dependency" and "that great African continent". The first Hague Conference to promote international peace sat from 18

---

[1] The earlier figure was reached by the end of the decade. In 1900 the population of New Zealand was 768,278; in 1857 it had been 49,802.

[2] *The Long White Cloud.*

[3] Sir John Tenniel's famous cartoon appeared in *Punch* on 29 March, 1890.

May to 29 July, 1899. Conventions held during 1897 and 1898 prepared the way for Australian federation and the Commonwealth of Australia came into existence on the first day of the century.[1]

Among the authors of the decade were Austin Dobson, W. W. Jacobs, W. B. Yeats, H. G. Wells, Havelock Ellis, J. M. Barrie, H. de Vere Stacpoole, Arnold Bennett, Thomas Hardy and "the imcomparable" Max Beerbohm; Robert Louis Stevenson and R. M. Ballantyne died in 1894; in 1893 Pinero's *The Second Mrs Tanqueray* introduced Mrs Patrick Gordon to London audiences; the year 1895 marked the production of Oscar Wilde's *The Importance of Being Earnest* at the St James's Theatre and George du Maurier's *Trilby* at the Haymarket.[2] *The Daily Mail* was founded in 1896 by Alfred Harmsworth, and in 1900, Arthur Pearson founded *The Daily Express;* both newspapers sold at ½d a copy. Artistic impressionism was represented by Walter Sickert, Wilson Steer and John Lavery. And in 1896 Phil May returned to England from Australia and joined the staff of *Punch.* Henry Wood began his long association with the Queen's Hall and in 1892 Paderewski made his first appearance in London. Cardinal Manning and the Rev. C. H. Spurgeon died in 1892 but belief in God and the story of Genesis continued to be debated by Gladstone and Huxley. In the world of sport W. G. Grace reached his hundreth century, Ranjitsinhji was at Cambridge, in 1896 Persimmon won the Derby for the Prince of Wales, and Sir Thomas Lipton's *Shamrock* made a challenge for the America Cup. In 1898, the Prince of Wales had his first drive in a motor car. Bicycling was popular[3] and Harry Dacre's song *Daisy Bell* immortalized the tandem. In 1891 a Mr Wells also achieved fame by breaking the bank at Monte Carlo and giving the errand boy another popular song to whistle. The sustained vitality of the music hall during the 'nineties was due to Lottie Collins, Albert Chevalier, Marie Lloyd, Dan Leno and Vesta Tilley. And the musical comedies of the closing years of the century were *The Belle of New York, Florodora* and *San Toy.* Ballet had its following but in the less ethereal realm of the dance the polka maintained its popularity, coat-tails flew and dancers covered the ground twisting and zigzagging. The surrender of some ground by the polka to the barn dance and Washington post was only one instance of the encroaching American influence in entertainment. Already the somnolent British had been rocked by William Cody ("Buffalo Bill"), with his redskins and Dedwood coach, and by the marksmanship of Annie Oakley. Even Wild West shows, however, did not compare with the review of the Home Fleet at Spithead in 1897, the year of Queen Victoria's Diamond Jubilee. In the same year Kipling reminded men that, —

Far-called, our navies melt away;
On dune and headland sinks the fire;
Lo, all our pomp of yesterday
Is one with Nineveh and Tyre!

---

[1] The Astronomer Royal, by means of an elementary knowledge of arithmetic, fixed 1 January, 1901 as the beginning of the Twentieth Century.

[2] In October, 1895, the Brough-Boucicault Comedy Co. presented *The Second Mrs Tanqueray* and *The Importance of Being Earnest* at the Auckland Opera House.

[3] On 4 January, 1870 a gentleman named Walker caused much amusement by travelling through Grahamstown on a bicycle. He executed "some fast movements and sharp turns". See *The New Zealand Herald,* 5 January, 1870.

and with "an humble and a contrite heart" he prayed, —

Lord God of hosts, be with us yet,
Lest we forget — lest we forget.

The Queen's Jubilee was celebrated with demonstrations of loyalty in New Zealand. Auckland had illuminations, decorations, triumphal arches, races, VR emblems, and bonfires. There was the inevitable procession from Lower Queen Street to the Domain and every organization imaginable appeared in a grand parade. Luke, Cooper, Muir, J. H. Wright, Hobbs, J. R. Reed, Petrie and Rice drove in state and represented the Province's administrators of primary education. The special day of rejoicing was 22 June and on that day the *New Zealand Herald,* in a literary display of patriotic fervour, used the lines, —

For we are still her ancient seed
On younger soil let fall —
Children of Britain's island-breed,
To whom the mother in her need
Perchance may one day call.

Two years later — on 21 October, 1899 — the first contingent of New Zealand troops left Wellington on the *Waiwera* bound for South Africa "to fight by the side of the Queen for the maintenance of the rightful claims of Britons, and for the safety of the Empire".[1] On the 24th of the previous May Lord Ranfurly had unveiled New Zealand's first statue of Victoria in Auckland's Albert Park. The occasion marked the eightieth birthday of the Queen. Among the invited guests were Hobbs, Luke and Rice, representing the Education Board. Goldie, the mayor, introduced Ranfurly to Eleanor C. Gideon of Grafton, Emily M. Adams, Onehunga, Robert R. Bell, Newton, and Frederick C. Webb of Arapohue, Northern Wairoa, who represented the 25,000 children who had signed the address of loyalty to the Queen in 1897;[2] the four children then presented bouquets to Lady Ranfurly, Lady Constance Knox and Lady Eileen Knox.

Against a background of conflicting "isms", school instruction could not continue in isolation; it was as impossible to be insensible of these clashing ideas as it was to remain unconfused. There was ferment in education in different countries. Often developments were accompanied by a considerable amount of fretting, but more people agreed than denied that changes were long overdue. That, of course, is not an argument in favour of all revolutionary innovations; the cautious minority may often be right. But even in conservative England a certain relief was coming to education; teachers' associations grew in number and strength, Ruskin College, Oxford, was founded, the Bryce Commission considered methods of establishing a well-organized system of secondary education, and a central Board of Education was created. In the United States administrators had to provide facilities for manual training, domestic science, and commercial and agricultural studies; there was concern over varying standards of achievement in secondary schools and colleges. Education in New Zealand came to the end of an era when Habens died in February, 1899 and was succeeded in office by George Hogben. In many separate countries education was influenced by the English infant-school and monitorial methods of teaching; methods based on the sense realism of Pestalozzi travelled abroad by way of the German *Volksschule;* in the last decade of the century the highest authorities on educational practice were Herbart and the idealistic Froebel. In the writings of the former, teachers read that there were moral and social aims in education and from him and his disciples they received the teaching device of a formal lesson plan. In the writings of the latter, teachers read that education had religious, social, and individual aims, and by him they were introduced to the difficult and often obscure subject of play activities in the development of children. During the 'nineties G. Stanley Hall was carrying out investigations into the psychological development of children and youths and John Dewey in 1896 founded the Laboratory School at Chicago University. The confusion which often attended changes in education was not infrequently brought about, not so much by thinkers like Herbart, Froebel or Dewey nor even by the misinterpretations of their work, but by the multiplicity of individuals who felt compelled to become involved in education and by individual enthusiasts who were fired with a mission. The Auckland Board, for example, was presented by John Jackson with the "hygienic, calligraphic, economic and educational advantages of upright penmanship and the reasons why the teaching of sloping writing should be made an offence punishable at law"; his arguments were presented in a treatise entitled *Upright versus Sloping Writing* — 1st and 2nd editions, London, 1888 — and in other pamphlets on ambidexterity and bimanual training under the general heading of "The New Education".

---

[1] *The New Zealand Herald*, 21 October, 1899.
[2] A copy of the Address, signed by 13,123 boys and 12,322 girls who "humbly and loyally sent congratulations" to Her Majesty, is kept in the Auckland Public Library.

Auckland Board Members of the 'nineties encountered many of the problems which had harassed their predecessors. The members of the Auckland Board of Education from 1891 to 1900, inclusive, were Richard Udy, James William Carr, Theophilus Cooper, David Goldie, James Marshall Lennox, Samuel Luke, William Pollock Moat, Richard Monk, John Henry Upton, William Motion, James Muir, Alexander Grant, William Blythe Buckhurst, John Liddell Kelly, Henry Wilding, William Lambe, Rev. Joseph Bates, William Woodward, Alfred Richard Harris, Jacob Henry Wright, Richard Hobbs, John Ranken Reed, Lemuel John Bagnall, Robert Farrell, Dr Alexander McArthur, William Leys, Joseph Blades, John David McKenzie and Norman Alexander McLeod. They followed the same dull routine and compiled endless regulations. Homework, corporal punishment, and text-books were subjects which always provoked heated discussions. In 1891, Buckhurst and Muir endeavoured to have homework abolished. The City Schools Committee discussed the question in 1895 and the published reports of these discussions had a deteriorating effect upon school-work generally. The children and the unreflecting section of the community became convinced that teachers were acting in an arbitrary and tyrannical manner in imposing homework. "Not only has it become next to useless to ask the pupils to study some of their work at home," said Worthington, "but they are disinclined to pursue their studies even in school with that ardour and perseverance which alone can ensure success. They appear to entertain the idea that it is the teacher's place to do all the work, and that he alone is responsible for their future scholastic success or failure." Teachers cherished the right to administer corporal punishment. They felt that with a certain class of children it was the reserve power which the right to administer corporal punishment gave to a teacher that constituted an integral part of his discipline.[1] Some headmasters revealed great organizing ability in the punishment of children they could not control. W. W. Hill of Grafton, for instance, directed his lieutenants in their daily battle against little children. During his command the pupils were compelled to enter and leave the school on tip-toe and in single file with their hands clasped behind their backs; and on no account whatever were children allowed to bring flowers to school. He issued directives relating to assemblies, detention, supervision and corporal punishment, — "No child is to be caned unless the teacher of the class is present to explain the nature of the offence or offences. Corporal punishment to be inflicted at 10.45 a.m., 12.30 p.m. and 4.0 p.m. In all classes below Standard II corporal punishment to be inflicted sparingly by Miss Hopper. The girls in all classes above Standard I to be taken to Miss Simpson for corporal punishment at the hours stated. The First Male Assistant has power to cane the boys in his class." These arrangements were limited "to deliberate breaches of discipline and to wilful faults other than grave moral offences". In this way Hill abided by the amended version of Regulation 42 (June, 1894), — "Corporal Punishment should be inflicted sparingly. The administration of Corporal Punishment is left to the discretion of Head Teachers, who have power to delegate the same to any Certificated Assistant Teachers in the School if they see fit to do so. Head Teachers are required to specify, in their quarterly reports on Staff, the names of the Assistant Teachers to whom they have delegated the power to administer Corporal Punishment." Head teachers, of course, were held responsible for the due order and government of their schools. On the general subject of corporal punishment the Board was of the opinion that it should be used as sparingly as possible, and that its frequent infliction in a school was to be accounted an indication of defective discipline. It realized that if normal pupils were not docile the fault lay solely with the teacher. "There is no power in stripes and blows to excite a love of literature," said Comenius — about 230 years before this time — "but a great power, on the contrary, of generating weariness and disgust. A musician does not dash his instrument against a wall, or give it blows and cuffs because he cannot draw music from it, but continues to apply his skill till he extracts a melody."

During the 'nineties it was customary for the buildings' funds to be exhausted and the account overdrawn. In December, 1890 the Government decided that out of a vote of £35,000 for School Buildings a distribution would be made at the rate of 1/- per unit of population according to the latest census. This absorbed £28,647. The greater part of the remainder of the vote was distributed so as to give an advantage to the smaller districts "and especially to those that are most necessitous".[1] The sum allotted to Auckland was £6100. At the following March the Board's estimate of its building requirements was £9485. The census returns indicated that the largest extension of new settlement during the previous five years had been in the southern districts of the North Island. Auckland's requirements which had now been made necessary by the extension of new settlements were mainly concerned with Mangere Bridge School in a growing district, Mercury Bay, Dargaville, Huntly, Helensville and Whakatane, all of which had increases of population, and at the new settlements of Araparara, Purua, Otakeo, Tangihua, Onewhero, Kuaotunu and Puhi Puhi; the Board estimated that to provide for these developments alone £3540 was required. The rapid extension of settlement imposed upon the Board the duty of multiplying schools and erecting school buildings in remote and scattered districts. But the funds derived from the annual grants voted by Parliament for school buildings were grossly inadequate. These grants were allocated on the basis of population and the new settlements were mostly peopled by the migration of settlers from town to the country. In July, 1893 the Board's liabilities on school buildings amounted to £11,000. It required a sum of £13,500 to defray the cost of other new buildings, the construction of which had been delayed for want of funds.

---

[1] W. R. C. Walker, Secretary, Auckland Branch, N.Z.E.I., to V. E. Rice, 10 March, 1894.

The Board was convinced that it was impossible to meet the growing requirements of its District from the *pro rata* grants received for building purposes. A statement prepared by G. S. Bridge of Waverley, Wanganui, showed the number and average cost of new schools built by the different Boards during a period of five years:—

District	No. of Schools	Average Cost
Auckland	63	£240
Taranaki	10	237
Southland	19	316
Wanganui	19	342
South Canterbury	9	412
Wellington	18	494
North Canterbury	18	703
Otago	12	1,100

Further, of the Districts in the Colony, Auckland had the largest number of scholars on the rolls:—

		No. of Schools	
	Auckland	N. Canterbury	Otago
December, 1890	246	163	193
December, 1894	309	182	206
Increase	63	19	13
		No. of Scholars	
December, 1890	22,379	21,240	22,782
December, 1894	25,019	21,314	22,553
Increase	2,640	74	. .
Decrease	. .	. .	229

As in former days when the Auckland Board was labouring with exceptional difficulties, the assistance of members of the General Assembly was sought but the efforts which they may have made on the Board's behalf were ineffectual and the result was a grant of only £7800. Reeves said he was anxious to do Auckland justice but "having regard to

[1] W. J. Habens to V. E. Rice, 17 December, 1890.

necessities of other districts" he found it impossible to give it a larger share of the vote!

With the assistance of the architects, Mitchell and Watt,[1] Muir, Udy and Wright formed a scheme of classification for new school buildings. Class 1 consisted of city and suburban schools similar to those at Ellerslie and Richmond Road, accommodating 200 children and costing £700; it was realized, of course, that the cost would vary according to the size, site and configuration; if the buildings were made of brick the cost per head would increase from £3/10/- to £5 or £6. Class 2 comprised country schools like Waihou, Pokeno and East Tamaki, with porches that could be used as classrooms, attended by about 80 children and costing £320. Class 3 schools had their roofs and walls lower than those in Class 2, their porches were smaller, and the cost of construction was cheaper; schools, such as Hobsonville, Kaipara Flats and Te Kowai with 40 to 60 children, would cost about £180. Class 4 included small schools such as Glen Murray which could be built for £120 and could accommodate 30 children. Smaller still were Waihopo and the other very small schools of Class 5 accommodating about 20 children and costing £80. A sixth, special class was added; these incomplete schools were to have some of the features of Classes 3, 4 and 5 but their walls and roofs were to be covered with corrugated iron and lined to a height of 5 feet; the estimated cost was only £2/10/- a head. All schools were to be equipped with two closets, a tank, heating apparatus, blinds, a lavatory, hat and cloak pegs, and one chain of 4 inch drain. In spite of inadequate building grants the Board was criticized in the press for its reckless expenditure, and in spite of expert architectural advice it was attacked for its wretched schools. A character who concealed his identity under the pseudonym "Junius" wrote on the subject of the public schools for the *New Zealand Herald* and although his literary contribution bore no comparison with the brilliant invective of the Junius of 1769 there was a stratum of truth running through the inaccurate and exaggerated article.[2] "Most of the city and suburban schools," said Junius, "are situated in most unsuitable and unhealthy positions, in the midst of densely populated districts, some in the deepest gullies of the city, where the air is usually stagnant; one of them adjoins a cemetery; and all have playgrounds far too limited and confined . . . The buildings are of the worst possible description from an educational point of view, many of them covering a larger amount of ground than necessary . . . The sanitary arrangements are notoriously bad; ventilation is a lost art, the offices are close to the main buildings, in some cases not more than 30 feet away; filters are conspicuous by their absence, and soap and towels a positive luxury . . . In some cases 300, in others 600, and in a few 900 children are expected to exercise their limbs and expand their chests in a space barely sufficient for 100 . . . How many schools have a decent cricket pitch, or a football ground? . . . The powers that be seem to consider that their sole duty consists in finding sitting accommodation for the daily increasing number of scholars, but this only aggravates and perpetuates the evil . . . Many buildings would be the better of being pulled down . . . Large schools, without proper outside accommodation, are bad — bad educationally, morally, and physically."[1] Until 1887, for example, there was no playground at the Wellesley Street school. The pupils played in the street or on Barrack Hill, opposite the school. "The Auckland Improvement Acts Amendment Act, 1882" gave the land at the rear of the building to the Education Board as a playground, with the proviso that it could be used in the evening as a drill ground for the volunteers. The gully, once a Council rubbish-tip, was filled in gradually at a cost of £1300, £500 of which was granted by the Government and the remainder by the City Council; the project was completed in 1887 and when it was fenced and given a top dressing of volcanic soil the area was taken over by the school as a playground. The Board itself ignored the criticisms of Junius but the architects felt that their honour was being assailed. They pointed out that the Board could not afford to pull down any building. They also stated that, in the planning of a school building, the syllabus and teaching methods had to be taken into account. They conceived it to be the duty of the municipal authorities rather than that of the educational authorities to provide cricket pitches, football grounds, and such like extensive recreation grounds — "if contiguous to the schools, so much the better for the schools". Quite apart from the plans of schools, the sites chosen, and the lack of adequate playing space, school buildings, teachers' dwellings and school grounds had for a long time presented a dull and cheerless appearance. In only a few instances had attempts been made to enclose the school grounds with hedges, or to plant them with trees and shrubs. School gardens were rare. Little had ever been done to make the grounds attractive, and in many places a general aspect of untidiness prevailed. The School Committees and permanent residents did not do much to encourage and assist the teachers in the formation of gardens; it had not occurred to them that without a garden "Buildings and Pallaces are but Grosse Handyworks". The Board urged every teacher in occupation of what it euphemistically described as "an official residence" to devote a portion of his spare time to the "Purest of Humane pleasures". His example would exercise an influence upon his pupils, and, through them, upon the families of the district. It was most desirable, said the Board, that the school should become, to the greatest possible extent, a source of good influence.[2] The indignation which the Auckland Junius aroused in Mitchell and Watt was mild in comparison with the emotions which surged through their architectural minds at the extensive and wanton damage to the Board's properties. They attributed the destruction to "the vile conduct of certain gangs or 'pushes' of impudent and ferocious young scoundrels who appear to have neither respect nor fear for God, man, law, order, decency or rights of property, and who perambulate the streets, enter upon the Board's and other properties, take bad women thereinto, break the fences, locks and fastenings, damage roofs, windows, drains and other fixings, spit, curse, damn, smoke, card-play and cause the properties or parts thereof to present a thoroughly disreputable appearance, keep the headmaster in constant hot water, defy the Committees, tax the Board's funds and the time, patience and resources of its architects in attempting to cope with their depredations. We are informed that there is a Brown Street 'push', a Newton 'push', a Karangahape Road 'push', an Alexandra Street 'push', and so on".[1] They described the Richmond Road property after it had received some attention from "a certain type of our young colonials": "stones, brick-bats, dung, papers, rubbish littered about, gate-latches broken, verandah posts knocked down, stones thrown on the lean-tos, clothes-lines attached to the outbuildings, and in one week since the holidays eighteen panes of glass smashed by catapults." They found similar scenes of disorder at Wellesley Street, Chapel Street, Newton East, Church Street (Ponsonby) and Newmarket. "Young hoodlums" used the shelter sheds for card-playing, smoking, "and other things", after school hours and on Sundays.

---

[1] H. Allright resigned as architect on 22 January, 1892, on account of failing health. John Mitchell and Robert M. Watt were appointed as architects of school buildings on 5 February. The terms of the appointment were, "a commission of 2½ per cent. for plans and specifications; 2½ per cent. for supervision of contracts; 5 per cent. for supervision of small repairs; travelling expenses beyond Auckland; office, drawing materials, stationery, and all assistance to be provided by architect at his own cost; private practice allowed".

[2] "Our Public Schools" appeared in the *Herald* on 19 August, 1898.

---

[1] Compare this article with that on a similar subject in the *Herald* of 9 February, 1871, when that paper opposed "a large extent of ground" being given to the Grammar School.

[2] Circular to Teachers, March, 1890.

In September, 1898, the building requirements of the Board were stated as follows:—

New school buildings (estimate)	£4,265
Enlargements of buildings (estimate)	5,865
Removals and restorations of buildings (estimate)	3,370
Teachers' residences (estimate)	10,500
	£24,000

The cost of teachers' houses built or proposed in newly-settled districts between 22 December, 1897 and 16 June, 1898 amounted to £5500. Further, the Board had applied for £6000 in order to build a Technical School and a Training College. For the newly-settled districts Auckland received £1932 with a further sum of £1202 in April, 1899. By the end of the following September the Building Fund account was overdrawn to the extent of £2551. At the end of the century, on 31 December, 1900, the Building Fund assets amounted to £3393; liabilities were £4259. Works that had been authorized but had not yet been started were estimated to cost £5225 and the Board had another schedule of works projected when funds amounting to £5324 should become available.

According to the amount of the funds at its disposal the Board continued to offer Junior and Senior scholarships, in the ratio of two of the former to one of the latter. Junior Scholarships were tenable for three years, and were open for competition to pupils attending public primary schools within the Auckland Education District, whose age did not exceed thirteen years on the last day of the month next preceding the month in which the examination was held. The Senior Scholarships were tenable for three years, and were open for competition to all pupils attending public primary schools, and also to all other persons whose age did not exceed fifteen years on the last day of the month next preceding the month in which the examination was held. No person could hold more than one scholarship at the same time. The value of a Junior Scholarship was £20 a year, and the value of a Senior Scholarship was £30 a year. An extra allowance at the rate of £10 a year was paid to each holder of a Junior or Senior Scholarship who required to board away from home. No allowance was made for the expense of travelling. Every scholarship was tenable at some secondary school approved by the Board. Certificates of proficiency in each class were awarded to candidates for Junior and Senior Scholarships who just failed to obtain a scholarship. The subjects for Junior Scholarships were English grammar and language (maximum marks, 120), English composition (60), literature (50), arithmetic (150), geography (100), history (100), primary laws of health (50), agricultural chemistry, for boys only (50), and needlework for girls, instead of agricultural chemistry (50). Candidates were also examined in reading and writing. The compulsory subjects for Senior Scholarships were English (1000), Latin (1000), history of England (400) and mathematics (1000); the optional subjects were Greek (1000), or French (750), or German (750), and botany and physiology (500), or chemistry and physics (500).

---

[1] Report of Architects to the Board, 5 March, 1898.

That was the position when the Rev. J. Bates and the Rev. J. Campbell examined pupils in December, 1889. Results were announced in January and Thomas R. Keesing of Auckland College and Grammar School headed the list of Senior District Scholarship winners; four of the five winners were from Auckland Grammar and one of the four was a girl, Annie Whitelaw. Among the winners of Junior Scholarships were Vincent Robert Sissons Meredith from Onehunga and Robert Carnachan of Cambridge. Campbell and Bates again examined at the end of 1890 when the Senior examinations were held at the Wellesley Street school and the Waiokaraka School in Grahamstown and the Junior examinations at Wellesley Street, Waiokaraka and Hamilton East Schools. William H. Baker of Thames High School headed the senior list, followed by seven Auckland Grammar pupils, four of whom were girls. In October, 1891, the Board amended its scholarship regulations. The upper age limit for Junior Scholarships was raised from thirteen to fourteen years, and for Senior Scholarships from fifteen to sixteen. The optional subjects for Senior Scholarships now were languages (Greek or French or German) and natural and physical science (any two of botany, physiology, chemistry, and physics). The examiner of Junior candidates in December, 1891 was Dr Alexander McArthur, now 38 years of age and in charge of Queen's College, Auckland; he was, however, finding the contest between a private institution and endowed schools unequal and harassing.[1] The Senior Scholarships for this year were shared by Thames High School, Auckland College and Grammar School, and Ponsonby College for Girls; of the three Grammar School winners two were girls. At the next examinations Auckland Grammar won all the Senior Scholarships with

---

[1] Queen's College was conducted at first in the old Wesley College building. When the Methodist Conference resumed its use of the building with the creation of Prince Albert College (12 February, 1895) McArthur was compelled to transfer his Queen's College to Ponsonby.

James Charles Dromgool and V. R. S. Meredith at the head of the list, followed by the only girl, Alice M. D. Dinneen.

In October, 1893, the Board received an application from the principals of St Andrew's College in Lower Symonds Street for inclusion in the number of schools at which Board Scholarships were tenable. At this time the principals were T. Harle Giles and C. F. Baxter, M.A. Although it was a high school for boys, a class for girls over fourteen years of age had been formed, but parents were assured that the class was distinct from the boys' classes. The Board not only declined the request of St Andrew's but it also took away from Queen's College, and Ponsonby College for Girls, conducted in Ponsonby Road by Miss Lilian Edger, the privilege of receiving scholarship winners which they had enjoyed for only one year. In September and October, 1894, the scholarship regulations were again revised. The value of the Junior Scholarship was reduced to £15 a year and the Senior Scholarship to £20 and the minimum mark for a Junior or Senior Scholarship paper was made 30 per cent. The subjects and marks for Junior Scholarships were English language (200), grammar (100), arithmetic (150), dictation and writing (70), geography (100), history (100), and agricultural science (100) or general science (100). The candidates for Senior Scholarships had to take at least five subjects; the compulsory ones were English (1000), mathematics (1000), and Latin (1000) or Greek (1000) or French (750) or German (750), and the optional subjects were a language not taken as a compulsory subject, history of England (400), and in the field of natural and physical science (750) two out of botany, physiology, mechanics, and physics. The six Senior Scholarships awarded that year went to Auckland Grammar School; four were won by girls; one of the two boys was Maxwell Walker who gained 413 out of a possible 750 for French. And so the preparation for and winning of scholarships continued and names that became well-known a few years later, appeared on the lists of successful candidates. The eleven successful candidates for Senior Scholarships in December, 1895 included two ex-Rawlings Scholars, James J. Wilson and Alan Edward Mulgan, both of Auckland College and Grammar School; another 1895 winner was Jessie I. Hetherington of Thames. At the head of the eighteen Senior Scholarship winners in 1896 was P. S. Ardern, with Hilda M. Northcroft, Ella E. A. Basten and C. G. Aickin filling other places. By this time the practice had arisen of giving extra tuition to scholarship candidates. On August, 1899, the Auckland Branch of the N.Z.E.I. asked the Board to forbid it in the interests of the great majority of children because "the entire energies of the teachers should be conserved for the good of the whole, and not spent for the benefit of the moiety of the pupils". This was a subject of immense pedagogical importance; it involved an examination of the aims, influence, measurement and use of examinations, even of the aims of education itself. Yet — because it was such a difficult scholastic question or because its significance was not recognized — the Board decided to take no action. The Auckland teachers, through the N.Z.E.I., also directed the Board's attention to the

Scholarship questions which were "of such a nature as to be beyond the comprehension of children under fourteen years of age" and requested it to instruct the examiners "to put their questions in a simple and lucid form"; they also agreed that an improvement would be effected if all the inspectors, not Petrie alone, conducted the examination, with the inspector who set a particular paper examining it. Auckland teachers had good reason to suspect that all was not well with the manner in which the examinations were conducted. In the December, 1896 examinations, 150 candidates presented themselves. Of that number only 60 gained half marks in composition (on "The Benefits flowing from International Trade"), 34 secured half marks in dictation and writing. Only 29 children secured more than 50 per cent. of the marks in arithmetic, and only 25 passed in English language. Twenty-three passed in grammar, 16 in geography, 5 in science, and 5 in history. Only 9 competitors, with Margaret G. D. Grant of Parnell at the head, satisfied the conditions imposed by the regulations. Fortunately, the Minister of Education consented to Annie M. Ardern of Grafton and fifteen other candidates being awarded scholarships. From these unsatisfactory results Petrie naïvely concluded that the papers had been "on the whole too difficult for the competitors".[1] On the other hand, he considered the possibility of the competitors being unprepared; perhaps, too, there had just been "a lower flow of the tide of intellect than usual". He was certain that teachers had not prepared their pupils thoroughly by coaching them according to the content and form of past examination papers. Evidently only Petrie, the other inspectors, and the Board, failed to see that this sort of examination preparation perverted education and led to intensive cramming. A few years before this Petrie had told the Board that the object of the examination of the Standard classes was to estimate the efficiency of the teaching.[2] The aim of these examinations, he repeated, was to raise the quality of teaching in the highest classes. This, of course, was manifestly absurd when applied to the scholarship examinations because only a select few of the District's children sat them. The second aim of these scholarship examinations was the encouragement of what Petrie called "a more broad treatment" of the various subjects of instruction; all teachers knew that this merely meant extra coaching for the few candidates.

During the closing years of the 'nineties there were two important events in the scholarship story. The first was the establishment of scholarships for girls under the authority of Section 11 of "The Reserves, Endowments and Crown and Native Lands Exchange Act, 1898". Three or more scholarships, tenable for three years, were to be awarded every year. Each scholarship would be of the value of £20 a year with an extra allowance at the rate of £10 a year if the holder should require to board away from home. They were to be awarded to the girls who stood highest in order of marks at the annual examinations for the Junior Scholarships. Until a separate new high school for girls was established by the Board under "The Auckland Girls' High

---

[1] D. Petrie to V. E. Rice, 8 February, 1897.
[2] D. Petrie to V. E. Rice, 27 August, 1894.

School Act, 1878" the scholarships would be tenable at the Auckland College and Grammar School. Eighty-nine out of 177 children who sat for the examinations in the store of Brown, Barrett & Co., in Custom Street East[1] were girls; one girl and six boys sat in Hamilton West school; the same numbers sat at the Whangarei School; and nine girls out of nineteen candidates sat at the Waiokaraka School, Thames. The first winners of the Auckland Girls' High School Scholarships were Eleanor C. Gideon, aged 13 years 11 months, of Grafton, Emily M. Adams, 13 years 10 months of Onehunga, and Ida L. Madden, aged only 12 years 1 month, of Wellesley Street. Admiration for the arithmetical ability of those who have gone before us should be modified by the knowledge that of the 208 chosen children who sat for this paper only 61 secured half of the possible marks, and 8 even failed to open their account. The second event of importance was the Board's decision on the tenability of scholarships at private schools. This question had been raised on different occasions. For instance, between December, 1891 and November, 1893 there had been some correspondence with McArthur and the Minister in regard to District Scholars attending Auckland Queen's College. When McArthur first applied for Junior Scholars to attend his College[2] the Board gave its approval "subject to the approval of the Minister" and subject to the requirements of Section 51 of "The Education Act, 1877". But, in fact, the Act did not require the approval of the Minister for this arrangement. The Board's approval was given in February, 1892; yet in the following month an application from the principal of St John's College was declined. In March, 1893, the Minister (Reeves) informed the Board that its scholarships could be held at Lincoln Agricultural College; yet in November, Queen's College was removed from the small list of acceptable schools. The matter came to a head when the Senior District Scholarship examinations of 1898 were announced in January, 1899, and among the twelve winners[3] were Edmund A. Cox and Charles N. Boult, pupils of King's College, Remuera, a private school conducted by Graham Bruce, B.A. (London) at "The Tower", formerly the home of J. McCosh Clark.[4] Bruce, supported by Edmund's father and Charles's mother, asked that the scholarships should be made tenable at King's College. He was willing "to comply with all the requirements of the Education Act in the matter and to submit to the inspection of the school by an Inspector appointed by the Board". Bruce also applied to be placed under the inspection of the Inspector-General but he was informed that for his purpose such an arrangement was not necessary. With unnecessary haste the Board declined Bruce's request (25 January) and then (15 February) decided to seek legal advice "as to whether the Board has any power to make scholarships tenable at private schools, provided those schools

[1] The store of this tea, coffee and spice merchant firm was at the time let to the University College. The Board paid Brown, Barrett & Co. £7 for its use from 19 to 24 December, 1898.

[2] A. McArthur to V. E. Rice, 11 December, 1891.

[3] At the head of the Senior Scholarship list was Margaret G. D. Grant, daughter of Alexander Grant. She had occupied first place of the Junior Scholarship winners two years earlier.

[4] With the Rev. P. S. Smallfield, Bruce was once of the Principals of St John's College, Tamaki, for five years before starting King's College. King's was opened on 12 February, 1896, by the Rev. William Beatty, Vicar of St Mark's, Remuera. The attendance during 1896 was about 70. In his "Preliminary Announcements" Bruce stated that his "high-class boys' school" would be known as The Auckland High School.

are inspected by the Board's Inspectors". Laishley, in reply, quoted Orders in Council, Board Regulations, and various sections of four education acts and gave his opinion that scholarships could be made tenable at private schools if, firstly, they had been approved by the Board for inspection, secondly, if they had been made subject to inspection by a Public School Inspector upon the application of the teachers or managers of these schools, and thirdly, if this inspection were "conducted in like manner as the inspection of public schools". But Laishley drew attention to the practical difficulties relating to legal "inspection". He thought that the regulations referring to inspection and standards applied only to public primary schools and that to conduct the inspection of a private secondary school "in like manner" as provided by Section 98 was impracticable. The expression "in like manner" rendered Section 98 unworkable in respect of private secondary schools. Laishley suggested that if the Board approved of a private secondary school it should only give a qualified or limited approval, which could be cancelled at any time by the Board. He also thought that the Board should consider whether, in view of the secular policy of "The Education Act, 1877", approval should not be withheld from a school — such as St John's College — where religious instruction was imparted. On 1 March, the Board kept to its previous decision and declined to authorize the tenure of Senior District Scholarships at King's College.

In the last month of the century, Senior Scholarship examinations were held in Auckland and Thames. The papers were corrected by Professor H. A. Tubbs (Latin and history) at a fee of £10, the Rev. J. Campbell (French) at £7, and by D. Petrie (English grammar, English literature, botany) and E. K. Mulgan (English composition, arithmetic, algebra, Euclid, mechanics, chemistry) for no fee. Then in January, 1901, the Board announced the winners of Senior District Scholarships, each of a value of £20 a year and tenable for three years — Edward Caradus, Anne F. Ironside, Solomon N. Ziman, George W. McClure and Athol F. Howarth of Auckland Grammar School, Thomas W. J. Johnson of Thames High School, and Eleanor C. Gideon, Emily M. Adams, Robert R. Bell, Alma A. Welham, Gwladys Kirkham, and Ida L. Madden of the Grammar School.

CHAPTER 15

MOULDERS OF RAW BOYS

Under the Act every School Committee was required, before the fourth Monday of April in each and every year[1] — starting with 1891 — to forward to the Board a report of its proceedings during the previous year. Some of those reports are of special interest. The annual report of the Point Chevalier School Committee for 1891-92 was signed by George Fowlds. The Otaika Committee complained that lack of sufficient funds prevented it from completing necessary work to school-grounds. The Waiotahi householders were "sorely tried by the multitude of changes of teachers" and the Committee earnestly hoped that the Board would show a much greater consideration for the interests of the pupils than for those of the teachers. The Waimamaku Valley Committee applied several times for a grant for fencing "but all to no purpose". Oruru, on the other hand, thanked the Board "for their consideration towards us, and also for the very prompt and business-like way in which all our communications and requests have been attended to". In 1892 the Tryphena Committee reported that a residence had been erected. "It would," they thought, "be a great convenience to the teacher." Ponsonby noted the frequent absences of female teachers "who seem to make the slightest ailment an excuse for absenting themselves from their duties". The teacher at Hukerenui North in 1895-96 had to use "one of the two bedrooms as a bedroom, storeroom and scullery, and when it rains it beats in the door and floods all over the kitchen which is also the sitting and dining rooms". According to the 1895-96 report Marsh Meadows had had no water in its tank for two months and the building had not been painted for five years. At some time in the 'nineties the Huntly Committee was surprised when the discovery was made that two boys had been infected with venereal disease by a schoolgirl. There was, too an "alarming state of immorality" in the Helensville school in 1895; although some action had to be taken Wilding advised the Board to exercise caution. "Any rash statement or premature paragraph appearing in the papers," he said, "would cause such a panic as would be felt from the North Cape to Invercargill, so many persons being avowedly anxious to 'pick holes' in our Education system." "The one and whole work of Education," said Herbart, "may be summed up in the concept — 'Morality'." Yet it is difficult to condone the enthusiasm of some teachers in their assumption of the duties of censor. In 1898, L. W. Totman excessively punished a boy with "a green supple-jack of ordinary size" for kissing two girls. And in vindicating his "malicious assault" which caused "grievous bodily harm" to the incipient Georgie Porgy he gave not only his views on the motives underlying the custom of kissing but also a glimpse into the social history of Mokau. "When a boy commits such an offence," he moralized, "it can be plainly seen that he has a far worse motive, of which it is needless for me to mention. Kissing is not the only thing that has been going on in this township although I am very sorry to say so." For annual reports couched in, —

---

[1] Section 103 of "The Education Act, 1877" had named the "last day of January".

> *silken terms precise,*
> *Three-pil'd hyperboles, spruce affection,*
> *Figures pedantical,*

the printed statements of the Coromandel District School Committee bore the palm alone. Success was always "the order of the day right along the line"; the writer usually drew attention to the "high encomiums" passed on the work of the teacher (A. J. Litten) by the inspector. "Householders," said one report, "who care to look around the schoolroom may have ocular demonstration of the thoughtful cultivation of taste and refinement exhibited by the head teacher (at his own expense), in the display of those beautiful pictures and other works of art, with which the walls are embellished." The Coromandel scribe complimented the teacher on his "forethought and beneficence" in supplying "banners, bannerettes, and flags for processions"; the Coromandel children of the late 'nineties were evidently forerunners of those comically attired, extrovert marching-girls of a later generation. The Woodhill Committee was not the only one to experience trouble in the use of the building for purposes other than educational. The position was clarified by Rice. "The school property," he said, "is by law vested in the Board upon trust for educational purposes: neither the Committee nor the Board is at liberty to sanction its use for any purpose which may be likely to interfere with its use for school purposes."[1] In most cases the conduct at dances held in the school was the source of annoyance to Committees and teachers. But Rosanna Bowen of Otaika was justifiably vexed when she went to open her school on Wednesday, 17 January, 1894; she found it occupied by two road-workers who had slept there and had not yet removed their beds, clothing and horse feed. Sometimes, however, the teacher himself was the offender. Towards the end of 1893 a resident of Fern Flat, evidently at his wits' end, wrote to the Board praying "for information hou to stop a most intolerable neiusance that of a schoolmaster playing a cornet and howling at intervals from dusk untill 2 o'clock in the morning I and others have applied to the committie whom he defies and persists in making these noises which prevent me and others from getting the rest we require". "I have," he said, "been in the Auckland Asylum already for 9 months and have no desire to get there again and have my family a burden on the county councel." And there followed a post-script, "These noises are carried on in the school house."

Annual reports were not the only documents to be forwarded to the Board by School Committees. There were also statements of accounts.[2]

---

[1] V. E. Rice to James M. Phillips, Chairman of the Woodhill School Committee, 17 November, 1899.

[2] See Order-in-Council of 2 December, 1890.

In March of every year the Board appointed an auditor to audit the accounts of the School Committees and in 1890 it appointed James G. Carr of Remuera. On the completion of each annual task he received £20. He held the position until March, 1899 when E. B. Alexander, who had been associated with the National Bank for eighteen years, was appointed. School Committees in the 'nineties carried on the perpetual struggle for funds. Occasionally, crises arose to accentuate the inadequacy of educational facilities in the Auckland District. In August, 1895, for instance, the Board informed Committees and teachers of schools having less than twenty scholars, of a certain limit being placed on the expenditure and maintenance of those schools. Several Committees protested and the Board extended the limit by granting a capitation allowance at the rate of £5 a year to schools of under fifteen children, and gave a fixed salary to teachers of schools from fifteen to nineteen children. This was one example of the difficulties with which the Board had to contend in the administration of funds voted by Parliament for primary education. The capitation grant was at the same rate per head irrespective of the size of the school, the number of scholars, or the number of teachers employed. Where the greatest number of scholars was gathered into the fewest schools, a Board had no difficulty in making liberal provision for all requirements. But where, as in the Auckland district, the maintenance of a very large number of separate schools was an absolute necessity, the case was different. The Minister's report for 1894 showed the comparative income of the Boards of the two largest districts in the colony:

District	Average Attendance for 1894	Income from Capitation Grant	Number of Schools	Number of Teachers Employed
Auckland	20,384	£76,440	326	766
Otago	19,254	£72,203	206	524

Thus in Otago the total income of the Board was at the rate of £137/15/- for each teacher employed, while in Auckland it was at the rate of £99/15/- per teacher. This inequality had been brought under the notice of the Government repeatedly by the Auckland Board, but without any result. It was the consistent policy of the Board to extend the means of education as far as possible over remote country districts; and schools were opened and maintained whenever an average of ten scholars could be relied on. From January, 1891 to November, 1895 the Board opened 84 new schools. Of that number 73 had an average attendance of less than 25. During the same period the Board built 46 schools and 28 dwellings in country districts, while a large sum was expended in the maintenance and repair of existing buildings, and in improvements to the school properties. While the Government was undertaking the rapid formation of new settlements throughout the country, the Board received little or no special Governmental aid towards meeting increasing demands for the establishment of new schools. The total cost of maintaining schools under 20 was rarely less than £6 per head. In some instances the cost was as high as £11 per head, or very nearly three times the amount of the capitation grant prescribed by Parliament. The number of small schools was increasing to such an extent that it became necessary for the Board either to refuse to open new schools, and so to deny to many pioneer settlers in outlying districts the means of education for their children, or else to fix a limit to the cost of maintenance. It recognized the liberal help afforded by many settlers in providing buildings for temporary use, and in the establishment of schools in new settlements. A further difficulty lay in the provisions of the "School Attendance Act, 1894". Compulsory attendance at school did not apply to any child whose place of residence was more than two miles distant by road from the nearest public school, nor could the penalties under the Act be enforced in the case of schools which were open less than nine times (morning and afternoon separately) in a week.

In June, 1894, the outcome of a libel action heard in the Supreme Court impressed upon the Board and School Committees that there were legal limitations to their control of teachers, and it assured teachers that they had legal protection against charges improperly made by malicious Committees or individual committeemen. The defendant was Thomas Fisher, the Chairman of Fairburn's Road School District, Mangonui; the plaintiff — "the broken flower" — was Agnes Wrigley, who sought to recover substantial damages; and the libels were letters sent by the defendent to the Board of Education about Miss Wrigley. Mr Justice Conolly in summing up the case explained the law of libel at·some length. The plaintiff, he said, was charged with incompetence and misconduct, and the evidence was that she was not incompetent nor was there any evidence of immoral conduct; but the defendant said that he acted *bona fide* and without malice, that he had heard things which justified him in making the charges, and that it was his duty to report to the Board. If he wrote without malice he was privileged, but if he had any other motive, then the privilege ceased. The Judge quoted Sir William B. Brett, a Judge of the Court of Appeal, on the subject of libel. "When there has been a writing or a speaking of defamatory matter," said Brett in 1877, "and the judge has held — and it is for him to decide the question — that although the matter is defamatory the occasion on which it is either written or spoken is privileged, it is necessary to consider how, although the occasion is privileged, yet the defendant is not permitted to take advantage of the privilege. If the occasion is privileged it is so for some reason, and the defendant is only entitled to the protection of the privilege if he uses the occasion for that reason. He is not entitled to the protection if he uses the occasion for some indirect and wrong motive. If he uses the occasion to gratify his anger or his malice, he uses the occasion not for the reason which makes the occasion privileged, but for an indirect and wrong motive." Mr. Justice Conolly directed the jury that communications from a School Committee to the Education Board were, although not absolutely privileged, the subject of the rules governing what lawyers called qualified privilege. The plaintiff, in order to succeed, must not only show that the charge communicated to the Board was untrue and without foundation, but also that the Committee or the person against whom the action was brought was actuated by malice against the teacher. In other words, if the Chairman or the Committee honestly believed in the truth of the charges communicated to the Board, and acted in what he or they considered honestly and in good faith to be the interests of the school, then however untrue the charges might be proved the Chairman or Committee was entitled to a verdict; but if the plaintiff succeeded in showing that the charges were not made from a proper motive but with a desire to injure the teacher, and not in the honest performance of the duties of the Committee, then the plaintiff should obtain the verdict and the onus of showing this rested on the plaintiff. The jury's finding was in favour of Miss Wrigley and she was awarded £75 damages. Theophilus Cooper heard the judge's direction to the jury. At a Board Meeting he had stated already that it would be intolerable if either members of the Board or of School Committees were protected absolutely in what they said or did; he had said that if such a principle were carried into law it would lead to the cruellest injustice. Now he wrote to the Board from Gisborne in a "stern judicial frame of mind". "So long as I am a Member of the Board," he said, "I will strenuously oppose the adoption of any rule which will have the effect of keeping a teacher in ignorance of charges made against his or her character or which will prevent him or her from obtaining the fullest investigation into and, if the charge be groundless, the fullest exoneration from such charge . . . One of the plainest and most important duties of the Board is to protect teachers."[1]

Miss Wrigley's successful excursion into the hazardous sphere of litigation did not dispel from the minds of administrators and parents — and of teachers themselves — the fact that pedagogues, like farmers, brewers and booksellers, had their excellences and their weaknesses. Some teachers lacked originality and animation. D.M. at Newton West, according to A. S. Webber in 1894, had "a somewhat stolid, wooden appearance, and an absence of all vitality, that is apt to be anything but stimulating to a class of young children, who are always attracted by a bright lively manner". Other teachers were too perfunctory in manner, and they had little power to obtain the attention of children. Webber said of Mr S. that he needed "to hold his head up and use his eyes, to keep his hands out of his pockets, and by the animation and alertness of his manner to communicate life and spirit to the class under his charge". And J.S.J. of Napier Street, who was "absolutely worthless" and "the greatest nonentity" his headmaster had ever seen in the profession, "does not know how to speak to a child" and the "children simply ignore his presence"; yet he was permitted to teach. Many lessons were marred by indifferent questioning, and a tendency for the teacher to reject completely Dominie Sampson's "admirable virtue of taciturnity" and lecture too much. These faults were aggravated when the teacher's voice lacked "sympathy and expression" or had "a vulgar intonation". Many of the younger teachers found their school duties and their own studies too much for them. Of Miss T.B. of Newton West her headmaster, in 1891, reported, "Although she has matriculated, a 'thinking' sum in fractions is always too much for her. She is giving much attention to mathematics at the University, when she cannot do the problems in a Fifth Standard paper in Arithmetic". Miss M.E.C., when at Napier Street in 1890, must have found teaching most frustrating — "she has worked the sums and all the answers given in the book are wrong"! There was not always a correlation between histrionic talent displayed before an inspector and ability to teach. Some teachers did not excel at performing even before a headmaster. Of Miss H.L., for instance, Worthington wrote, "My presence is a signal to her to cease her work and exhibit a kind of nervous trepidation quite painful to witness". The schools of the 'nineties were not safe from those conceited individuals who did not understand that they must learn before they can teach. Mr I., for example, began at Newton West in 1891 "with a wrong idea, that he was an excellent teacher, whereas he was far inferior in skill and method to any of the lady assistants". A few of Auckland's teachers were "uncouth in appearance and often grotesque in manner". Miss A.B.'s "personal appearance (natural and artificial) warrants her being the last person selected for a profession where some exhibition of presence and command is necessary. Her look of utter vacuity is sufficient to prevent her from gaining that respect and obedience which a teacher should always command". However, there were diligent, painstaking cheerful teachers who maintained excellent control, were punctual and energetic in their duties and lucid and helpful in the classroom; their lessons were well-prepared and they took a real interest in the progress of their pupils. The motto of the Wellesley Street school informed both pupils and teachers that "Punctuality and Regularity Ensure Progress". Webber considered that Miss Walker was an excellent infant mistress; the children were very fond of her and she kept order without scolding; she was always ready to learn. According to Bailey at Ponsonby Miss C.K.D. had "a self-possessed lady-like bearing and address, qualities which are especially valuable in a teacher". Bailey was also glad to notice that in 1891 T. U. Wells "cultivates tone amongst the scholars and secures their goodwill and confidence". Ponsonby, in those days, evidently had the power to refine rusticity. T.R., in 1890, was learning some of the courtesies of civilized life and could use 'Sir' or 'Madam' as a nominative of address with some ease; 'Please' and 'thank you' were at last becoming familiar terms.

---

[1] T. Cooper to R. Udy, 3 August, 1894.

The precious right of appointing teachers varied only slightly throughout New Zealand. Without a doubt that guarded privilege was the Boards', but with varying degrees of subtlety the Boards so consulted their School Committees as to give them an illusive importance in this matter. In Wellington the full Board considered all the applications received and selected one for appointment. All of the applications were forwarded to the particular School Committee so that it could advise the Board whether there was any reason known to it why the selected candidate should not be appointed. The Board considered that since it had to pay teachers, it alone had the right of appointment. It did not, therefore, admit any power of Committees to make a choice. The South Canterbury Board reserved to itself the right to say whether the teachers should be male or female in the case of aided schools. It advertised for these teachers in all cases and all applications received were sent to the School Committees but the Board directed attention to the merits of the respective candidates, and it reserved to itself the power to veto any objectionable recommendation. In appointing teachers the Marlborough Board advertised for applications, selected a few of the best, and forwarded them to the Committee concerned, which made the choice. The Hawkes Bay Board invited applications and a committee of members of the Board examined applications and testimonials and selected eligible candidates. These were laid before the Education Board, and if no objection was raised, the best were forwarded to the School Committee and it recommended one, who was then appointed. The Wanganui Board invited applications from its own teachers and sometimes from outsiders. Confidential enquiries were made into the sobriety and moral character of the applicants. When the Board had selected those who were fit for the position they forwarded their names to the Committee. When the Committee had advised the Board of its selection the Board made the appointment. The School Committee could select only from the applications sent to it by the Board. In Westland all applications were first considered by the Board, and the names of a few applicants whom the Board thought best qualified for the position were submitted to the School Committee which made its recommendation. In all cases where not more than four candidates applied for an appointment the Board could make the selection and submit the name to the Committee. The Taranaki procedure was similar to Westland's. Nelson vacancies were advertised by the Board. On the day preceding the regular meeting of the Board, a committee, called the Board of Examiners, met and went through the applications, selecting those candidates who were eligible for the particular position. The Board usually adopted the report of the Board of Examiners. The applications and testimonials of the selected candidates were then forwarded to the School Committee which was requested to recommend one of them for appointment. The North Canterbury Board invited applications by advertisement, and referred them for consideration to a Standing Committee called the Appointments Committee. It determined which applicants were suitable for the particular appointment in question. All the applications were then forwarded to the School Committee, with a list of the names approved as suitable, and the Committee chose from the selected few. The Board would not make an appointment except from among the applicants approved by the Appointments Committee. In Greymouth all the names of those who were considered eligible were sent to the Committee concerned. The Board desired preference to be given to local candidates but it found difficulties with Committees in that matter. All Otago vacancies for teachers were advertised. A selection was made before forwarding names to the Committee concerned. The Board retained the right to veto the recommendations of Committees, but as it seldom happened that a Committee recommended any person whose name was not first forwarded by the Board as an eligible applicant the right to veto was seldom exercised. In Southland all vacancies were advertised. The Board then made a selection of eligible candidates from the applications, and forwarded the selected applications with testimonials, to the School Committee with a request that it recommend for appointment a teacher from the list so submitted. The Auckland Board kept a list of the names, status, and qualifications of all the teachers in its service. When a vacancy occurred the Board selected the name or names of the teacher or teachers of the highest rank who were deemed eligible for the appointment, on the grounds of classification, length of service and efficiency, and to whom the appointment was promotion. If the claims of the teachers so selected were fairly equal, their names, to the extent of three or five, were submitted to the Committee for its selection. If any one teacher stood pre-eminent on the list, his or her name was submitted alone to the Committee, and the Committee was consulted. The Board did not submit names of unequal rank to the Committee for selection. The Committee was informed that the Board proposed to appoint a certain teacher and it was invited to consider the proposal and to offer suggestions.

The Board continued to employ pupil teachers throughout the 'nineties. The regulations for their employment, training and examination were investigated in detail from about 1895 and in February, 1897, the Minister of Education approved a new set. At about the same time a Departmental Committee in England was investigating thoroughly the pupil teacher system. Its findings were not those of the Auckland Board which still saw in the system an apparently cheap form of labour. "We wish to record as emphatically as possible," the English Committee reported, "our conviction that the too frequent practice of committing the whole training of classes to immature and uneducated persons is economically wasteful, educationally unsatisfactory, and even dangerous to the teachers and the taught in equal measure." Auckland candidates for the office of pupil teachers were still to be fifteen years of age, and had to pass the entrance examination prescribed for candidates. Candidates who passed the Entrance Examination and were declared eligible for appointment as pupil teachers, were to be afforded an opportunity of practising teaching for several hours every week during a term not exceeding six months at the school they had attended as pupils, or at some other convenient school. Candidates who had passed the Matriculation Examination of the New Zealand University, or the Junior Civil Service Examination were to be exempted from the Entrance Examination prescribed for candidates in all subjects except reading, writing, drawing, singing and needlework. Pupil teachers were to be engaged for a period of not less than three and a half years, and in every case the engagement of a pupil teacher would end when he had completed a full year as a fourth year pupil teacher. An examination of pupil teachers and of candidates for employment was to be held once a year, in the last week of June. To pass the Entrance Examination, candidates had to gain not less than 50 per cent. of the total number of marks attainable, and at least 30 per cent. [1] of the marks allowed for each of the subjects of examination, except that 50 per cent. of the marks had to be gained in reading, writing, spelling and dictation. To pass at the Annual Examination, pupil teachers had to gain not less than 50 per cent. of the total number of marks attainable, and at least 30 per cent.[1] of the marks allowed for each of the subjects of examination, except that 50 per cent. of the marks had to be gained in reading, writing, spelling and dictation. A pupil teacher who passed the examination for candidates would rank as a first-year pupil teacher, one who passed the examination at the end of the first year as a second-year pupil teacher, one who passed the examination at the end of the second year as a third-year pupil teacher, and one who passed the examination at the end of the third year as a fourth-year pupil teacher. Pupil teachers who had passed the Matriculation Examination of the University of New Zealand, or the examination for a teacher's certificate of Class D, could be exempted from attendance at instruction by head teachers, but pupil teachers so exempted would be expected to give evidence that they were attending classes at the Auckland University College. They could also be exempted from the Annual Examination, except in the subjects of school method and teaching, drawing, singing, and needlework. No pupil teacher of the first or second year was to be required to teach or do school duty (other than supervision in the playground) for more than four hours daily, and no pupil teacher of the third or fourth year for more than five hours daily; and no pupil teacher of the first or second year was to be placed in sole charge of a class or department. No pupil teacher was to be kept employed on any one class of school work for a longer time than two years. Pupil teachers during their employment were to be paid according to the following scale:— First year £20; second year £25; third year £35; and fourth year £45. An extra allowance of £10 a year would be paid to pupil teachers who could not reside at their usual homes. Head teachers were to devote five hours each week to the instruction of the pupil teachers employed in their schools. The instruction was to be given outside school hours. Attendance at a special class held with the Board's approval for the instruction of pupil teachers in one or more subjects would count for part of the five hours' instruction required to be given by head teachers each week. Head teachers were to superintend the practical training of the pupil teachers employed in their schools but the instruction could be delegated to one or more of the assistants employed in the same school, or to the teacher of a class to be held with the Board's approval for giving instruction in any subject. Head teachers were required to report half-yearly on the attendance, diligence, and progress of each pupil teacher under their charge. An inspector would also report on the character of the instruction given to the pupil teachers and on the work done by them in the school. The inspector would also assign a percentage of marks for a special lesson to be taught before him by each pupil teacher. Fourth-year pupil teachers were expected to pass the examination for a certificate of Class E or some higher class, within a year and a half from the time of passing the examination prescribed for the end of the third year.

---

[1] This figure was lowered to 20 per cent. in September, 1898.

---

[1] Lowered to 20 per cent. in September, 1898.

Some of the young people who became pupil teachers were prepared for the entrance examination at the training college conducted by that colourful Orcadian, William Malcolm. He established this boarding and day school in Waterloo Quadrant, opposite Government House, in 1892, and by the end of the century there were about seventy pupils in attendance. Among his students who became teachers were Ruby Moore, Alice Mounsey, Myra B. Waddell, Arthur Whitehead and G. K. Hamilton. A younger man than Malcolm who assisted with the French instruction of pupil teachers in Auckland was James Hight, M.A., of the College and Grammar School staff. His first appointment — at £25 a year — dated from 1 October, 1897; he did not accept the Board's offer of employment in 1901 as he was appointed to a lectureship at Canterbury College, Christchurch.

Some of the more notable teachers of the 'nineties were still B. Bailey of Ponsonby (first appointed November, 1873), A. Hosking at Mount Eden (July, 1883), C. A. Bruford at Newmarket (January, 1883), D. D. Metge at Helensville (January, 1883), P. E. Stevens at Hamilton East (May, 1883), the Rev. R. Coates at Newton East (April, 1884), J. W. Webber at Rotorua (October, 1886), W. J. Connell at Whangarei (January, 1886), T. Isemonger at Waiokaraka (January, 1887), B. Cronin at Nelson Street (April, 1888), R. C. Dyer at Cambridge (May, 1889) and R. B. Heriot at Remuera (1889). One of the unsuccessful applicants of 1891 was Sophia S. Stothard, now of Hawkes Bay, her vigour quite re-established after twelve years of "more or less bad health". She wished a school "with less than 100 pupils and with at least *one* pupil teacher" and "if it were near a railway station and at the seaside so much the better". Some of the appointments made during the 'nineties were those of R. C. Witham to Mount Albert (January, 1892), G. Thwaites to Chapel Street (October, 1892) and to Epsom (April, 1897), C. M. Carter to Napier Street (September, 1892), and E. T. Hart to Beresford Street (September, 1892). Others were R. J. Parry to Point Chevalier (February, 1893), W. Green to Pakuranga (July, 1893), R. Hogwood to East Tamaki (August, 1893), J. Armstrong to Devonport, T. Wilson to Otahuhu and F. P. Burton to Dargaville (April, 1893), J. L. Scott to Parnell (July, 1893), J. Hogwood to Avondale (August, 1893), J. Christie to Bayfield (October, 1896), Miss A. B. Krippner to Maraetai and Ness Valley and Miss J. E. Boxall to Waiheke Island (October, 1896), W. N. McIntosh to Onehunga (April, 1897) and W. H. Draffin to Chapel Street (July, 1897). On Monday, 25 January, 1897, the Board advertised for a headmaster for the Wellesley Street School. At that time the school was considered to be capable of accommodating 1100 pupils; the roll numbered 803 and the average attendance was 708. Applicants were restricted to teachers classified D1 or higher. From the 23 applicants the Board selected 11 according to their literary attainments, skill in teaching and school management, and length of service, and submitted their names to the City Schools' Committee; on 3 March it recommended R. D. Stewart, D1, aged about 42, with nearly nineteen years of service, and for the past ten years headmaster at Onehunga. Since November, 1896 W. H. Draffin had been acting-headmaster following upon the retirement of Henry Worthington. At the beginning of September, 1896 Worthington spent a few days at Waiwera recuperating from nervous exhaustion; but Dr F. King advised him to rest for another fortnight. Unfortunately a further period of three months' leave was necessary. The City Schools' Committee recommended this leave of absence; after thirty years' service with the Board Worthington had some right to expect gratitude and fair treatment. The Board granted him leave on half-pay. Dr King, Joseph Blades, and the Executive Committee of the Board met, and King was authorized to inform his patient that if he resigned the Board would make him a grant of three months' salary from 1 February, 1897. On King's advice Worthington resigned[1] and in May the Board assured him of its appreciation of his services and of its regret at the ill-health which had compelled him to resign. "The Board recognizes the fact," said Rice, "that a very large number of its teachers have been trained for their work under your personal direction, and that your usefulness has extended far beyond the limits of the school over which you have had charge".[2] In the following year, 1898, T. B. Tanner went to Tauranga and C. Bishoprick to Te Puke (January), F. Warren was appointed to Ngaruawahia (October), and T. U. Wells took charge at Richmond Road (October). Among the appointments made during 1899 were H. Hockin to Bombay (January), N. A. Winter to Paparoa (March) and W. H. P. Marsdon to Kauaeranga Boys' School (April). Marsdon's appointment was due to the death on 28 February of Horatio Phillips. The Committee asked the Board to give some financial assistance to Mrs Mary Phillips who, like her late husband had been for long a faithful servant of the Board;[3] but the Board had no Regulations to cover "consolation allowances on behalf of the families of teachers who are removed by death" or what reward should be given to former servants. However, when Mrs Phillips herself pleaded with the Board it consoled her with an amount equal to a month's salary. She thanked the Board for its "kind consideration". Moat, who had been a member of the Board elected in March, 1878, died in March, 1895. In the same month Miss Wann retired after serving with the Board for twenty-one years. Bates and Woodward died in 1897. During 1899, Auckland also suffered the loss of William Leys. He resigned from the Board of Education in June because he intended to make "a trip to the old country".[4] He died on 5 October, at Colombo, aged 47 years. James Dilworth had died in December, 1894; under the directions of his will the Dilworth Ulster Institute was established to maintain, educate and train boys of sound bodily and mental health who were destitute orphans or the sons of persons of good character in straitened circumstances and resident in the Provincial District of Auckland; there was to be no discrimination in regard to race. Among the pupil teachers under the Board during the last years of the century were Jacob T. Teesdale (Hikurangi), Ebenezer Wilson (Beresford Street), Griffith R.

---

[1] H. Worthington to V. E. Rice, 23 December, 1896.

[2] V. E. Rice to H. Worthington, 8 May, 1897.

[3] Moses Paull, Chairman, Kauaeranga District Schools Committee, Thames, to the Board of Education, 22 March, 1899.

[4] W. Leys to V. E. Rice, 26 June, 1899.

Jones (Te Aroha), Arthur E. Day (Napier Street), Robert Carnachan (Cambridge), Maxwell Walker (Wellesley Street), Rose M. Mahon (Richmond Road), Emily L. de Montalk (Beresford Street) and Violet M. Harden (Kauaeranga Boys'). In January, 1900, Maxwell Walker, then of Otahuhu, resigned in order to devote all his time to university studies. Bailey resigned from Ponsonby in the same month and retired to Te Aroha West.[1] J. C. Dickinson took over the Ponsonby school and on 14 May forwarded the "inventory of the maps, furniture and appliances, describing their condition and the condition of the school-buildings". In 1900 two of Auckland's best-known teachers died — Henry Worthington at Avon Street, Parnell, on 24 May, and the Rev. Richard Coates at Albert Road, Epsom, on 14 August. By this time the roll at Worthington's old school had decreased considerably. With the expansion of the shopping and industrial area of the city, and with improved transport, the population had begun to move to the suburbs. Coates' death at the early age of fifty was tragic. Severely depressed by an illness which had lasted for nearly two months, he took poison after writing a farewell note on the back of an Education Board circular. Even the inquest had an educational flavour. It was conducted in the Junction Hotel, Epsom, by the coroner, Dr Alexander McArthur.

These were some of the men and women to whom Seddon referred when he said that there was no class in the community which had so great a responsibility cast on it. "The future of our nation," he said, "to a great extent lies with our teachers, and we should not keep them for a day longer on the miserable pittance many of them now receive." Erasmus, too, had pointed out that even among the heathen it was always a noble thing to deserve well of the state, and no one, he said, deserved better than the moulders of raw boys. And Erasmus had died 364 years before Seddon made his seemingly radical statement.

---

[1] Bailey died in December, 1905.

CHAPTER 16

THE LIBERAL DEVISETH

At the end of 1890 a General Election was held and New Zealand's eleventh Parliament met in January, 1891. John Ballance formed a Liberal Ministry with W. P. Reeves as his Minister of Education. Reeves looked back on the years that followed the Education Act of 1877 as a period when New Zealand was directed by landowners and the well-to-do and when financial administration was little more than a series of attempts to avert deficits and local administration was too economical. "In certain quarters," he said, "parsimony became a fetish. A race of men arose nicknamed 'skinflints', whose one remedy for public discontents was to cut down salaries. These dismal beings made economy a vice and retrenchment a nightmare. Retrenchment, public and private, was carried to excess; some classes of public servants, notably the State schoolteachers, were grossly underpaid".[1] The Liberal amalgamation with the new Labour force initiated legislation upon a number of highly controversial questions — land regulations, liquor, reconstitution of the Bank of New Zealand, female suffrage, old age pensions, the abolition of life-membership of the Legislative Council, advances to settlers, conciliation and arbitration, rating on unimproved values, accident insurance, workers' compensation, and female law practitioners. A number of Acts dealt with problems which, since then, have attracted the educational sociologist because of their effect on children's development within our society. An attempt was made, for example, to suppress offensive publications; better provision was made for the protection of infant life; an act related to destitute persons, illegitimate children, and deserted wives and children; provision was made for the legitimation of children born before marriage on the subsequent marriage of their parents; another act consolidated and amended the law relating to the adoption of children; the law relating to slander of women and girls was amended; an act provided for the better inspection and control of private Industrial Schools; provision was made for the protection of girls; and another act prevented boys and girls from being employed in factories or workrooms without payment. There were also several acts authorizing exchanges of education endowments and reserves. Among the few acts which promoted higher education one provided for the establishment of a College in Wellington "in commemoration of the Sixtieth Year of the Reign of Her Majesty, Queen Victoria". In secondary education, the Act which interested Aucklanders most was "The Auckland Grammar School Act, 1899" which consolidated and amended the laws affecting the Auckland College and Grammar School. The governing body of the school, now to be known as the Auckland Grammar School Board, was to have the whole control and management of the Auckland Grammar School or Schools; it was to consist of the mayor, three members elected by the University Senate, three by Legislative Councillors living in Auckland Province and Lower House representatives of Auckland electorates, and three by the Board of Education.

---

[1] W. P. Reeves, *The Long White Cloud* (4th edition; London, 1950).

In this last decade of the century Parliament also passed "The School Committees Election Act, 1891" and "The Education Boards Election Act, 1900". The Election Act of 1891 re-defined the 1877 meaning of the word "householder", and repealed Sections 63 to 68 of the 1877 Act referring to the election of School Committees, Sections 3, 4 and 5 of "The Education Act 1877 Amendment Act, 1885", and also "The School Committees Election Act, 1890". The 1890 Election Act had been an unsatisfactory piece of legislation. For instance, according to Section 3 the nominations had to be with the Chairman "on or before the third Monday in April" and according to Section 4 the lists had to be displayed "on the third Tuesday in April", an instruction that took no account of the fact that if 1 April falls on a Tuesday the third Tuesday comes six days before the third Monday! In September, 1891, a lengthy amending and consolidating act to make better provision for the election of School Committees was passed. In a speech made during its second reading A. W. Hogg (Masterton) travelled outside the whole scope of the bill, but his remarks, based on practices not confined to the Wairarapa, were none the less interesting in as much as they gave his version of Board-Committee relationships. "The School Committees," he said, "are kept in a most humiliating position. They are simply used for the purpose of carrying round the hat occasionally, promoting entertainments for the purpose of supplementing the funds at their disposal, and superintending the broom and scrubbing-brush. They seem to be quite helpless; and the Education Boards, when applied to for funds for necessary purposes, treat the Committees very often in the most supercilious and contemptuous manner". Hogg believed that the opinion was beginning to spread all over the colony that the School Committees ought to take the place of the Education Boards. The Auckland Board, on the other hand, had no doubts about its place in the education system. When the Industrial Conciliation and Arbitration Act was passed in 1894 to encourage the formation of industrial unions and associations and to facilitate the settlement of industrial disputes by conciliation and arbitration, the Auckland Board held that the provisions of the Act did not apply to it. The powers and duties conferred on the Board were held and performed subject to restrictions and regulations made by the General Assembly or by Order of the Governor-in-Council; it existed as a part of the machinery to carry out the system of public education administered by the Minister of Education under Section 6 of "The Education Act, 1877". It had no independent power or authority; it raised no income, but simply disbursed moneys voted by Parliament for the administration of the Act by the Education Department, merely as a sub-departmental medium of distribution under a department of Her Majesty's Government. Section 91 of the Conciliation and Arbitration Act stated that nothing in it applied "to Her Majesty the Queen, or any department of her Government in New Zealand, except as herein otherwise expressly provided".[1] "This Board," said Rice, "is a part of the Education Department."[2]

The term 'householder' in "The School Committees Election Act, 1891" meant and included, —

> (1) Every adult male or female person who has for the period of three months next before the day of election resided in any dwelling-house within the school district as owner or tenant thereof; and
>
> (2) If not qualified under the previous sub-section, includes the father wherever resident, or, if he be dead or absent from the colony, the guardian or other person wherever resident, who has the actual custody of any child attending any State school situated within such district; and
>
> (3) In school districts situated within a proclaimed mining district, means and includes every holder of a miner's right having for the period of three months next before the day of election resided in the district, and not being an alien.

The Auckland Board thought that the words "any State school" should have read "any public school within the meaning of 'The Education Act, 1877' " because the term 'State school' included the Auckland College and Grammar School and any other State-endowed secondary school. Although it was not specifically stated, Section 58 of the 1877 Act[3] was over-ridden by new provisions for the annual election of Committees. On or before the first Monday of April in each year the Board had to announce that a meeting of householders in each district would be held on the fourth Monday in that month for the purpose of electing not less than five nor more than nine resident householders to form the Committee for that district. Where the average attendance of a school for the previous year had not exceeded 25, the Board was required to call on the electors to elect a Committee of five members; where the average had exceeded 25 and had not exceeded 200 the Committee was to number seven. There was no distinct provision for determining the number of a Committee to be elected at the first meeting of householders in a new district where there had been no school previously existing. Nominations, signed by proposer and candidate, had to be with the Chairman by 8 p.m. on the third Monday in April and the list was to be displayed on the following day. Nominations, however, could still be made "by word of mouth or by writing" at the annual meeting. It was now the duty of each Committee of a school with more than 100 children to provide a locked ballot-box. Every elector could still vote for any number of candidates not exceeding the number of members of the Committee to be elected, but at the same time not giving any one candidate more than one vote. In the case of householders failing to elect a Committee, the Board, if it saw fit, could fix another time for nominations and election. If, after this second attempt, the householders neglected or refused to elect a Committee the Board could appoint one or two Commissioners who would hold office until the next annual meeting and have all the powers of a School Committee. The Auckland Board felt that it would have simplified matters and saved delay had it been empowered, at its discretion, to appoint Commissioners without calling a second meeting of householders. There were also clauses of the 1877 Act which were considered by the Auckland Board to require amending. For instance, there were now districts which for years had had no school and for which the law required that proceedings should be taken every year to elect a committee; the Board thought that the general powers and duties granted to it by Section 35 of the 1877 Act should also include the power to abolish a School District. Again, Section 36 dealing with the division of school districts was rather cumbrous; the formation of a new district took effect on 1 January; thus the district had to wait till the end of April for the election of a Committee or hold an election in January and another in April. And further, according to the 1877 Act, the meeting of householders considered "the boundaries of the proposed school district"; in the case of a combination of two districts into one that was relatively easy; but in the case of a division of one district into two the Board wondered how it could be decided who was eligible to serve on each Committee; would it not be better, they argued, for the boundaries of all school districts (new or divided) to be fixed by the Board before the householders met to elect a Committee. "The School Committees Election Act, 1903" amended the 1891 Act. According to the earlier Act every householder of a district was qualified to vote at any election of members of the School Committee for such district; to that clause the 1903 Act added a proviso "that in the case of husband and wife any qualification possessed by either of them shall be deemed to be possessed by each of them". The 1891 clause that not more than one person was entitled to vote in respect of the same qualifications was thus repealed.

---

[1] The only exemption was in the case of the Government Railways. See Sections 82, 83 and 84.

[2] V. E. Rice to the Clerk of Awards in the Northern Industrial District, Supreme Court, Auckland. 12 July, 1899.

[3] By this Section, Committees consisted of seven householders.

"The Education Boards Election Act, 1900" which was introduced by the Minister of Education, William C. Walker,[1] modified portions of "The Education Act, 1877". The date of election was changed from March to the fourth Monday in July. Instead of each committee, as a body, having one vote in the election, each individual member of a school committee was given a separate vote. Thus the number of votes in the Auckland Education District increased from 271 to over 1700. Only to an inappreciable extent did the Act seek to remedy the system by which equal voting power was accorded to a school committee of a school with 20 pupils and to a committee having the local management of four or five schools containing about 3000 scholars. In the Auckland district in August, 1900, 17 committees had nine members each, 158 had seven members and 98 had five each. The number of qualified electors at the first election under the Act was 1763, and at the second election 1802; the numbers who sent in voting papers were 1497 and 1521 respectively, with the informal voting papers numbering 53 and

---

[1] Walker had commenced his term as Minister on 11 March, 1896.

107. On the second occasion 62 voting papers were posted too late to be accepted by the Returning Officer.[1] It was found in Auckland that the time for receiving nominations of candidates was sufficient, but the time allowed for the issue of voting papers and for their return from electors at a distance was quite inadequate. The date of the annual election was fixed for the fourth Monday in July. Nominations of candidates closed at 5 p.m. on "the afternoon of the fourteenth day before the date of the election". Between that time and "the twelfth day before the date of the election" the voting papers had to be printed and issued to the Chairmen of School Committees. Those for the far North could not possibly leave Auckland until the night of the third Monday in July, only seven days before the election. Voting-papers could be delivered at the Board's office up to 5 p.m. on the day of election and if posted to the Returning Officer "shall be posted to him not later than on that day". In the directions contained in the Schedule to the Act the elector who posted his vote was instructed to post it to the Returning Officer "on that day" (*i.e.* election day). Papers posted late on the last day might receive the post mark of the day following, and would have to be rejected. Two years after the passing of the Act the Minister advised the Board that the directing words in the Schedule did not over-ride the express words of the statute.[2] By Section 14 it was ordered that the counting of votes had to take place "on the fifteenth day after the day of the election"; and by Section 20 it was ordered that the Members elected were to take office "on the second Monday in August following the day of election". In 1902 the day of election was Monday, 28 July; the day for counting votes was Tuesday, 12 August; Monday, 11 August, was the second Monday in August; thus, the Members who should have taken office on the second Monday in August, 1902, were not elected until the following day. The Auckland Board did not meet until Wednesday, 20 August, when Harris, Hobbs, Lambe, Luke, Mackay, McKenzie and Rutherford elected Muir as its Chairman "until the first meeting of the Board after the second Monday in August, 1903". There was no guidance for the Returning Officer when the number of nominated candidates did not exceed the number to be elected. The Act did not alter the qualifications for members of the Board — every person, male or female,[3] resident in the education district, provided of course, that he or she did not receive any salary from the Board. Candidates for election to the Board had to be nominated by at least two members of School Committees. In October, 1901 William Hall-Jones (Timaru), in Committee, moved certain amendments to the 1900 Act, and a new "Education Boards Election Act, 1901" was passed. Section 2, relating to elections, read as follows:—

> (1) Not later than thirty-eight days before the date of the election the Returning Officer shall, by advertisement in a newspaper circulating in the district, notify the number of vacancies, the date on which nominations will close, and the date on which the election will be held.

---

[1] The Returning Officer was the Secretary of the Board.

[2] Education Department Circular, 6 September, 1902.

[3] In 1892 Miss M. L. F. Edger had polled 53 votes; and although exceeded by W. B. Buckhurst (163), J. L. Kelly (103), S. Luke (92) and E. Bell (78) she had the satisfaction of securing 14 more votes than did O'Rorke.

> (2) Nominations shall close at five o'clock on the afternoon of the twenty-second day before the date of the election.[1]
> (3) No person shall be eligible as a candidate for election unless he is nominated in writing by at least two electors, and the nomination-paper, bearing the candidate's consent in writing, is received by the Returning Officer before the nominations are closed.

The duties of the Returning Officer were now set forth in Section 3, —

> Not later than the seventeenth day before the date of the election the Returning Officer shall notify in manner aforesaid —
> (1) The number of members to be elected;
> (2) The full name of every duly nominated candidate; and
> (3) The day on which the elections will be held, and hour at which the poll will be closed;
> and shall also forward to the Chairman of each School Committee in the district a sufficient supply of voting-papers for the use of such of the electors as are members of that Committee.

The 1901 Act also provided for secrecy of voting at the elections of Education Boards. At every election of a member of an Education Board the Returning Officer and every scrutineer, before entering on their respective duties, were required to make and sign a declaration that to the best of their skill and judgment they would faithfully and impartially perform the duties of their offices, and would not disclose any fact which was declared by this Act to be an offence. The declaration was to be made and signed before a Justice of the Peace, or the Chairman of the Board, or, in the case of a scrutineer, before the Returning Officer. It was made an offence for a Returning Officer or scrutineer to disclose the state of the poll before the final declaration by the Returning Officer; it was also an offence to make known for which candidate any voter had voted; the maximum penalty for each offence was £50.

Reeves classified the experimental laws passed by the Liberals in the first eight years of the 'nineties into those which dealt with finance, those which dealt with constitutional reform, and those which dealt with labour. Five years after becoming Minister of Education and shortly before his resignation Reeves remembered the teachers and an act was passed providing for the incorporation of societies of public schoolteachers and the establishment of a Court to hear and determine appeals by teachers against dismissal or suspension.[2] Teacher were protected from the impetuous actions of erratic Committees and Boards by "The Public-School Teachers Incorporation and Court of Appeal Act, 1895" and "The Public School Teachers Incorporation and Court of Appeal Act Amendment Act, 1897". For the purposes of each appeal the Court would consist of three persons — a presiding Stipendiary Magistrate in the district where the appellant teacher was employed, one person nominated by a corporation of that same district, and one person appointed by the respondent Board which dismissed or suspended the teacher. *The New Zealand Herald*, in its opposition to what it called the extensive system of experiment,[3] criticized the march towards State Socialism.[1] It was afraid that a national system of Education would turn "the mere machinery" — teachers — into a political power. With the State taking charge of almost everything, the Boards had already lost control of the education system completely, "and there never will be safety nor contentment till they regain it".[2] Before the Liberals had run their course the Boards were to be shorn of much more of their dwindling authority.

---

[1] The 1900 Act fixed the fourth Monday in July as election day. According to this new clause nominations for each annual election closed on a Sunday. There was provision for this in Section 11 of "The Education Act, 1877", — "When the day on which anything is by this Act required to be done falls on a Sunday, Good Friday, Christmas Day, New Year's Day, or any proclaimed or customary public holiday, then such thing shall be done on the day following."

[2] When Ballance died on 27 April, 1893, and was succeeded by Richard John Seddon as Premier on 1 May. Reeves continued as Minister of Education; he resigned on 10 January, 1896.

[3] 10 October, 1894.

In July, 1891, Muir had suggested that the Board should make £300 the maximum salary per annum for head teachers and that all salaries should be regulated by classification, length of service, and efficiency in teaching. This brought forth protests from the City Schools' Committee and the national executive of the New Zealand Educational Institute and the move was arrested. In the following year Muir and Udy submitted a detailed scheme for dealing with the salaries of teachers and inspectors and again there were protests from the City Schools' Committee, the Auckland Branch of the N.Z.E.I. and the national executive of the N.Z.E.I.[3] In September, the Board received a deputation consisting of R. D. Stewart, F. J. Ohlson, T. U. Wells, J. L. Scott and G. Lippiatt, and Ellen La Trobe who should have been a member of the deputation sent Rice a letter which contained some of her views on the salary scheme. She wielded the sword of justice on behalf of all professional women without professional status, whose hire was unworthy of their labour. "It has been almost amusing," she said, "to see the amount of indignation expended in the meetings of the Teachers' Institute since this scheme has been on the tapis. We have heard of the 'degradation' of the teachers but we never heard one word in all the eight years that have elapsed since the lady teachers were reduced, of their 'degradation'; nor has one voice been raised in sympathy with them, or in expostulation in their behalf, by the so-called Teachers' Association." Rice had already estimated the extra cost that would be incurred should the salaries of female teachers be raised to the same rate as those paid to males; in the case of head teachers the additional expenditure would amount to £1219, in that of assistants £7330, and 154 pupil teachers at £10 each would account for £1540, a total of £10,089 a year.[4] Muir and Udy withdrew their scale on 15 November, 1892.

Although the special responsibilities of first assistant teachers were recognized by other Boards, Auckland had not yet affirmed any principle upon which their salaries were based. In the salaries paid to first assistants in the large schools great inconsistencies existed. At Parnell, with an average attendance in 1893 of 510, the first assistant, classified as C2, received £170; and at Wellesley Street, with 836 children, the E1 first assistant received £200. Arthur Edwards, D2, and W. H. Draffin, E1, received the highest salary of £200 each; E. K. Mulgan, C2, received £170 and F. P. Burton with the same classification received £150; the salary of £150 was also received by J. H. Gillies, E2, Johnson

---

[1] 16 October, 1894.
[2] 20 October, 1894.
[3] W. T. Grundy to S. Luke, 7 November, 1892. Luke was Chairman of the Board from April 1892 to April, 1893.
[4] These calculations were made in August, 1891.

Selby, D3, Thomas Day, E2, T. W. G. Hammond, E3, and T. U. Wells, C3. A. F. Burton, D3, and J. L. Innes, D2, received £160 each, while N. R. McKenzie, D3, received only £120. All these teachers were in schools where the average attendance exceeded 300 children.

In March, 1894, the Finance Committee of the Board, urged on by Muir and Udy,[1] recommended a reduction of salaries to save £998 a year, a revision of the scale of staff of assistants and pupil teachers to bring about a gradual saving of £1890 a year, and a reduction in the grant to committees for school stationery to save £750 a year. Salaries above £200 and not exceeding £220 were to be reduced to the rate of £200 per annum and salaries above £220 were to be reduced by 10 per cent. per annum. But the recommendation which produced the most spirited reaction referred to a charge to be made on teachers where residences were attached to the schools; teachers whose salaries were £100 and less were to be taxed 3/- in the £1 per year on the annual valuation of the residence; those whose salaries were above £100 and under £200 were to be charged 6/- in the £1 per year; teachers whose salaries were £200 and under £300 were to pay 7/6 in the £1 a year; and in cases where the salary was £300 and over the rate was to be 9/- in the £1. The deductions — to be made from each monthly payment of salary — were to commence in October, 1894. The Auckland Branch of the N.Z.E.I. protested to the Board against the proposed reduction of salaries on five grounds. First, the House of Representatives had voted a sufficient sum of money under the head of 'Maintenance' to pay salaries at the current rate; second, the Board's financial position was to a great extent due to the liability incurred by supplying school stationery; third, the 'reduction scheme' would press much more heavily on the smaller salaries than on the higher. The Branch's fourth point was that the reductions would press unduly on the married country teachers with salaries ranging from £100 to £150 and houses valued at £25 per annum. Finally, the Institute had been advised that the proposed action of the Board was illegal. The architects and the inspectors proceeded with their approximate valuations of residences, and each teacher concerned with the scheme was asked if he assented to the particular valuation placed upon the residence under his charge; where the teacher did not assent he was asked to give his own estimate. Thirty-seven teachers agreed with the valuations, but 104 dissented. James Hogwood protested that £35 valuation for the Avondale residence was excessive; the government rate of interest, he explained was 4½ per cent. and at that rate £35 would equal the interest on £777$\frac{7}{9}$ or £700 at 5 per cent.; he did not think anyone would give that amount for the place — "and the ground is as poor as any in the colony". According to the Cambridge Borough Valuation Roll a house of ten rooms with large outhouses and one acre of land, situated in the centre of the township, was valued at £27; the parsonage, with a stable, outhouses and 2 acres of land, was valued at £24; a seven-roomed house with stable and outhouses was valued at £17; yet R. C. Dyer's house with seven rooms, including kitchen and scullery, and one acre of land, was valued at £35. Julian Brook's opinion of the Board's valuation of £25 upon the Flat Bush residence was "preposterous". J. M. Murray at Hamilton West assented to £25 provided "the customary conveniences, *viz.*, wash-house, coal-shed and bathroom", were supplied. James B. Murray of Kaeo, where the valuation was £20, suggested "that no rent be charged". "The ground is totally unfenced," he said, "and I had to complete the fence immediately around the house to keep the stray cattle from scratching their polls against the walls at night and so keeping me awake." After more than nine years' service A. E. Hill, married, of Kariaotahi was on an annual salary of £120; the proposed rent was £6, or 5 per cent. of his small income. W. J. Moor, of Mahurangi Heads, asked, "As I do not occupy the teacher's house how can I conscientiously assent to the valuation (£10) as it is of no value to me?" The house at Maketu was valued by the inspectors and architects at £25. W. H. Nicholson described it as one of the oldest belonging to the Board, — "Inside neither papered, painted nor varnished. Kitchen a mere passage. Inside of house a mere shell without a cupboard or shelf. Sitting room 12 by 10. One small tank. Roof bad. House blocks decaying."

---

[1] Udy was Chairman of the Board from April, 1893 to May, 1896.

More significant than the disagreement over the valuations was the refusal by nineteen teachers to answer the questions. R. B. Heriot of Remuera, W. McIntosh of Epsom, R. D. Stewart of Onehunga, A. Gerring of Aratapu, and a few others could not admit the legal right of the Board to make any charge whatever. John H. Gillies and eight others petitioned the House of Representatives to consider (1) the action of the Board in giving notice that on 1 October their salaries as teachers would be reduced by a charge on schoolhouses, and by a deduction at the rate of 10 per cent. per annum on salaries over £200 per annum, and (2) that the Board intended to apply these moneys, when deducted, to the building fund. Forty-seven other similar petitions were presented. The Public Petitions M to Z Committee made its report on 24 September, 1894. It considered the action of the Board in the matter injudicious, and not contemplated by the 1877 Act; in the event of the Auckland Education Board persisting in calling upon teachers to pay this impost, the Government would be recommended to amend the Education Act and more carefully define the powers of the Education Boards. Before this indecisive statement was conveyed to the Board it had asked Laishley to advise it on three points: first, if the Board had the power to make the proposed charge on the salaries of teachers who were provided with residences; second, if such a charge were a variation of a teacher's engagement; and third, if it were a variation of engagement could it be made against a teacher's consent by giving three months' notice of the Board's intention to make the charge. He was reminded that teachers were appointed subject to the provisions of "The Education Act, 1877" and to the Regulations of the Board of November, 1893. To the second question Laishley replied in the affirmative, but he gave negative answers to the first and third. He declared, further, that to charge rent was contrary to Sections 48 and

49 of the Education Act of 1877, and to Clause 34 of the Board's Regulations.[1] The Board could not insist upon repairs to dwellings being made at the cost of teachers. Moreover neither the rent nor the cost of repairs could be enforced legally even with the consent of the teachers affected. Notice of variation (*i.e.* termination) of a teacher's engagement could not legally be given until after the Board had first consulted the School Committee in terms of Section 45 of the Act. Laishley reminded the Board that this had been determined at law in the case brought against the Board by Cholmondeley R. Smith in 1878. He thought that the Board had "substantially" the power to give effect to what it proposed provided it abided by three formalities.[2] First, it would have to revoke the resolutions made on 5 June and 3 July[3] in accordance with the requirements of Section 33 of the Act. Second, it would have to alter the bases of the engagement of certificated head teachers by amending Regulations 56, 57 and 58.[4] And third, it would then have to give three months' notice in writing to the teachers concerned[5] — and of course not overlook the proviso in Section 45 of the 1877 Act relating to consultation with School Committees. The Board received both Laishley's opinion and the report of the Public Petitions Committee in the middle of October. Habens sent the report to Rice, and in a covering letter said, "Mr Reeves makes no comment on this report because he is inclined to think that the very strong expression of opinion contained therein will have sufficient weight with the Board to induce it to withdraw the proposal."[6] The Board informed the Education Department that its proposal had been withdrawn on 19 October.

In the middle 'nineties there was no principle upon which to compare the salaries of inspectors with those of head teachers. In the year ending 31 March, 1896[7] Petrie, the inspector, was the highest paid Board official; Goodwin received £400, and the other inspectors £350 each. Worthington (£414), Bailey (£402), Coates (£381), Hart (£375), C. M. Carter (£357), and John L. Scott (£357) each received more than most of the inspectors. At this time Rice received £450, John Jeanes Roach, the clerk, £250 and John Macky, the accountant, £225. The whole Board applied itself to the construction of a scale of salaries for assistants, and on Monday, 23 November, 1897, after sitting all day, a committee consisting of Luke,[8] Bagnall, Harris, Hobbs, Muir, Udy and Wright, decided on a new scale. The Board adopted the recommendation on the next day and the following scale of salaries took effect from January, 1898:—

---

[1] Clause 34:—When a dwelling is provided, the teacher will be required to occupy it, and will be held responsible for any injury done to it beyond ordinary wear and tear. The Board may require that accommodation in the dwelling shall be afforded to Assistant or Pupil Teachers.

[2] His view was based on Sections 35, 45, 47 and 24 of "The Education Act, 1877".

[3] On 5 June Udy had moved, "That the Finance Committee's recommendation (in regard to the charge for teachers' residences) be adopted by the Board." The Ayes had been Muir, Udy, Lambe and Wilding, and the Noes Bates, Luke and Woodward. Udy then had moved and the Board had resolved, "That the charge for teachers' residences take effect from the 1st August next." On 3 July, Udy had moved and the Board had resolved to alter the date from 1 August to 1 October.

[4] These Regulations of November, 1893 set out the salaries paid to certificated head teachers and the methods to be followed in calculating these salaries based on average attendances.

[5] Section 47 of "The Education Act, 1877".

[6] W. J. Habens to V. E. Rice, 15 October, 1894.

[7] In pursuance of the provisions of "The Land and Income Assessment Act, 1891" and its amendments and regulations the Board had to provide the Commissioner of Taxes with the names of its employees, the capacities in which they were employed, their places of residence, and the rate per annum at which they were employed.

[8] Luke was Chairman of the Board from April, 1897 to April, 1898. He succeeded Muir who was Chairman from May, 1896 to April, 1897.

Schools Average Att'ce	Position	Classification and Salary
61 — 155	Sole Assistant	E3 £70; E2 £80; E1 £90 D3 £75: D2 £85: D1 £95
156 — 240	1st Assistant	E2 £80: E1 £90: D2 £85: D1 £95
	2nd Assistant	E4 £55: E3 £60: E2 £70 D4 £60: D3 £65: D2 £75
241 — 325	1st Assistant (M)	£120 below £300: £140 above £300
	2nd Assistant	E2 £80: E1 £90: D2 £85: D1 £95
	3rd Assistant	E4 £50: E3 £60: E2 £70 D4 £55: D3 £65: D2 £75
326 — 415	1st Assistant (M)	£140 below £400: £150 above £400
	2nd Assistant	E2 £80: E1 £90: D2 £85: D1 £95
	3rd Assistant	E3 £65: E2 £75: D3 £70: D2 £80
	4th Assistant	E4 £50: E3 £60: D4 £55: D3 £65
416 — 515	1st Assistant (M)	£150 below £500: £175 above £500
	2nd Assistant	E2 £80: E1 £90: D2 £85: D1 £95
	3rd Assistant	E3 £65: E2 £75: D3 £70: D2 £80
	4th Assistant	E4 £55: E3 £60: D4 £60: D3 £65
	5th Assistant	E4 £50: E3 £55: D4 £55: D3 £60
516 — 615	1st Assistant (M)	£175 below £600: £190 above £600
	2nd Assistant (M)	E3 £100: E2 £110: D3 £110: D2 £120
	3rd Assistant	E2 £80: E1 £90: D2 £85: D1 £95
	4th Assistant	E2 £75: D2 £80: E1 £85
	5th Assistant	E3 £60: E2 £70: D3 £65: D2 £75
	6th Assistant	E4 £50: E3 £60: D4 £55: D3 £65
616 — 715	1st Assistant (M)	£190 below £700: £200 above £700
	2nd Assistant (M)	D3 £110: D2 £120
	3rd Assistant	E2 £80: E1 £90: D2 £85: D1 £95
	4th Assistant (M)	E3 £90: E2 £100: D4 £90: D3 £100
	5th Assistant	E2 £75: D2 £80: E1 £85
	6th Assistant	E3 £60: E2 £70: D4 £55: D3 £65
	7th Assistant	E4 £50: E3 £60: D4 £55: D3 £65

Assistant teachers whose salaries were less than £70 a year received lodging allowances of £10 a year in addition to their salaries when they were required to board away from home.

In the middle of 1899 the lady teachers of the province led by Elsie Shrewsbury, Mary J. McIlhone and Margaret S. Newman appealed to the Auckland Branch of the N.Z.E.I. to take some definite step in the matter of women teachers' salaries under the Auckland Board. They regarded it as a "glaring injustice" that the Board should require from them "the same certificates, the same amount of work, the same skill, as that required from male teachers, at salaries ranging from one-quarter to one-half of what the male teachers are paid". Their appeal for an equitable scheme was forwarded to the Board; but Rice explained that the salaries of lady teachers could not be increased except by means of a corresponding reduction in the salaries of male teachers since the total income at the Board's disposal for the payment of salaries and maintenance of schools was limited to the capitation grant of £3/15/- a year upon the working average attendance. Dr McArthur endeavoured to compile a scale of salaries for certificated male and female head teachers. After several postponements and alterations a scale was adopted by the Board on Wednesday, 25 April, 1900; on 16 May, the Board decided to apply it from 1 October. Although he made reductions in the salaries of the head teachers of the largest schools

McArthur stated that if extra capitation were granted he would support a resolution to reinstate those salaries. The scale was as follows:—

MALE HEAD TEACHERS

Schools	Average Att'ce.	Present Scale	Proposed Scale
Class I	Over 500	£345 and £3 for every additional 10 over 500	£324 and £6 for every additional 25 over 500 up to 700
Class II	201 — 500	£240 to £345 (As per Scale)	£228 to £324 (£8 for every additional 25 over 200)
Class III	100 — 200	£200 to £240	£200 to £228 (£9 for every additional 25 over 100)
Class IV	(a) 80-99	£190	£190
	(b) 60-79	£175	£175
	(c) 50-59	£160	£160
Class V	(a) 40-49	£150	£150
	(b) 30-39	£135	£135
	(c) 25-29	£120	£120
	(d) 20-24	£110	£114
	(e) 15-19	£80	£108

FEMALE HEAD TEACHERS

Average Att'ce.	Present Scale	Proposed Scale
60 — 79	£140	£140
50 — 59	£128	£128
40 — 49	£120	£120
30 — 39	£108	£108
20 — 29	£100	£100
15 — 19	£70	£78

Schools under 15 average attendance were treated as "aided schools". If the attendance at a school fell below an average of 15, no reduction of salary was made except by resolution of the Board. The Board allowed the average attendance of the evening school in country districts to be taken into account in calculating the teacher's salary; but this allowance was made only for the attendance of scholars who were above 13 and under 21 years of age, and who were not on the roll of the day school.

CHAPTER 17

POUNDS, SHILLINGS AND PENCE

Not until 1900 did the Liberal legislature make any provision for the better payment of teachers in public schools. In October, the General Assembly passed "The Public School Teachers' Salaries Act, 1900". In its final emasculated form this short act stated, "In respect to any amount appropriated by Parliament in addition to the statutory grant, the same shall be expended in payment of salaries only after consultation with the several Education Boards, and as may be agreed upon by the said Boards and the Minister of Education." The passing of this bill was a strange procedure. When Hall-Jones intimated that a message had been received from the Governor transmitting a draft of a bill, the message was referred to a Committee of the whole House. Members spoke without having any knowledge of its provisions but they gauged its tenor when Hall-Jones told them that it did not contain a colonial scale — it simply said that a scale could be adopted by regulations; and he admitted that the Department — or Hogben — had already drawn up "a rough draft". After the bill was circulated, a series of amendments was also circulated on a Supplementary Order Paper, and then after violent opposition to its extraordinary clauses Seddon swept clauses and amendments away and in its final form the bill had but one clause — a new one. William H. Herries (Bay of Plenty) described the operations performed on the draft bill as "scientific adjustment". Education Boards had not been consulted before the draft bill had been presented; and they were not consulted over what remained. Clause 3 of the original measure had proposed to abolish the statutory grant of £3/15/- capitation and substitute other regulations; it would have taken the management of schools and appointment of teachers from the Boards. Clause 4 would have taken from Boards the power to determine salaries; these would have been announced in subsequent regulations! Clause 5 would have taken from Boards their control of grants to School Committees. Clause 6 would have taken from Boards the power of placing schools where they thought schools were necessary and would have vested it in the hands of the Minister. And Clause 7 had proposed that the Government could make further regulations! Several members regarded it as a bill to destroy the education system. Nothing was to be left for the Boards, said David Buddo (Kaiapoi), except to become sanitary inspectors and supervize small things which could be better done by the School Committees. He did not think it was necessary to abolish the Boards and to concentrate everything on the Department. "And I may say here," he added, "that there are few Education Boards or

School Committees that have much confidence in the Education Department." When Seddon spoke about the extravagance of Education Boards it was not difficult for his opponents to attack the costly Departmental maladministration of the Native Schools. The bitterest opposition to the "centralistic" and "undemocratic" original bill came from Alexander W. Hogg (Masterton). He attacked this "manufacture of the new Inspector-General" as "an insult to the House". Hogben, he said, was apparently quite prepared to take over the management of all the schools of New Zealand if he were only allowed the opportunity. The bill was the product of "a born iconoclast", an "autocrat", an "author who must have lost his head". Hogg referred to the expenditure on defence, public works and railways and told the House that Education Boards only needed more money. When the revised bill — "disembowelled", according to William Montgomery of Canterbury — reached the Legislative Council, Walker mentioned that the largest Board, Auckland, was one of the most embarrassed financially. This state of affairs, he knew, was brought about by the large number of small schools. Seddon, too, was aware of the trouble caused by differences in the various Districts, but he could not imagine the Education Boards of Canterbury and Otago giving up some of their money to reward the underpaid teachers on the West Coast or to give teachers in Auckland higher salaries. "There are some subjects," he said, "that when you come to deal with them you are met by almost insurmountable difficulties, and the difficulties in respect to this matter are great indeed. The main difficulty is one of pounds, shillings and pence." And Seddon was Colonial Treasurer.

In terms of "The Public School Teachers' Salaries Act, 1900", Parliament voted an item:— "Addition to statutory capitation, teachers' salaries only, as directed by the Minister of Education, £8250". This was a quarterly sum. The Minister, in January, 1901, submitted to the Board for "consultation" detailed proposals for increases of salaries to 470 teachers in the Auckland district amounting to £7220/10/- a year. The list furnished by the Minister was based upon the September Quarter's average attendance but the salaries which were being paid in January, 1901 were based upon the averages for the December Quarter. Of the 470 teachers recommended for increases, 34 had ceased to occupy the positions stated in the ministerial list, and several had left the service. The proposed increases were to be distributed as follows, —

Head teachers	201	£2219/ 5/0 a year
Assistants	177	£4491/ 5/0 a year
Pupil teachers	92	£510/ 0/0 a year
	470	£7220/10/0 a year

No increase was proposed in the salaries of the head teachers of the largest schools (above 400 average attendance) which had been reduced by the Board in the McArthur scale. One exception was Waihi (405) which increased from £292 to £295. In schools of 300 average and under, the increases were set down for head teachers, male and female, at varying rates. For schools with under 15 pupils in average attendance a uniform allowance of £5 per head was proposed. Large increases were proposed for assistants. First assistant masters of schools of 600 to 700 advanced from £190 or £200 to £230 and salaries of second assistant masters went from £120 to £150; proportionate increases were proposed for other assistant masters. Infant teachers of the largest schools, who were being paid £100 or £110, were to receive salaries of £178/4/-; an equal salary was proposed for the senior female assistant who was described as "Head of Girls' Department", a position unknown in the Board's scale. The minimum salary of an ordinary female assistant was given at £80. For 92 pupil teachers an increase of £5 each was proposed, but no mention was made in regard to the greater number of pupil teachers in the Board's service. The Auckland Board detected omissions and inconsistencies in the proposals and it realized that to adopt them *in toto* would create a revolution in the staffing of schools. It accordingly made suggestions showing the ways and means whereby, at a total annual cost of £7264 — £43/10/- in excess of the Minister's proposals — increases could be granted to 636 teachers instead of to 470. Head teachers (197) would then receive £3309 a year; 181 assistants would receive £2665; and £1290 would be divided among 258 pupil teachers. The Board sent its detailed suggestions to the Department on 7 February and they were acknowledged by Hogben in a letter dated on the 23rd. McArthur, who was in Wellington as a Stipendiary Magistrate, occasionally saw the elusive Hogben and Walker on behalf of the Board. It was his opinion that if the Education Department were to draw up a colonial scale of salaries it would require to take the Boards of Education more into its confidence than it had done.[1] The McArthur-Hogben interviews continued into March but every Auckland proposal was met with the same obstacle — nothing was to interfere with the progress being made in the production of a Colonial Scale. "The Minister and Inspector-General," said McArthur, "seem to be fairly satisfied with what they have done or rather attempted to do, but I think the wish is father to the thought."[2]

In deference to the wish of the Minister and Hogben the Board withdrew its suggestions to grant house allowances to head teachers who were unprovided with residences. At the same time it adhered to its opinion that the inequality in this respect should be ended. It now suggested that the amount which had been set down for distribution in house allowances should be applied, firstly, to restore to their former rates the salaries of about 40 head teachers of schools above 100 average attendance which had been reduced in October, 1900, and secondly, to increase, as far as the limits of the vote would allow, the salaries of teachers in charge of schools below 100. This second category, in McArthur's words, bore the chief burden of teaching in the Auckland district. Adjustments were made to the extent of £6208 for adult teachers, £650 for pupil teachers, and £115 for junior assistants; this total of £6973 was £247/10/- less than the £7220/10/- proposed by the Board and on 14 May, the sum of £1743/5/- was passed for payment to the credit of the Board's account at the Bank of New Zealand as a grant for increases to teachers' salaries for the March Quarter, 1901. By this time a Royal Commission on a Colonial Scale of Staff and Salaries was pursuing investigations which would ultimately deprive Education Boards of much of their remaining prestige.

---

[1] A. McArthur to L. J. Bagnall, 27 February and 2 March, 1901.
[2] A. McArthur to L. J. Bagnall, 27 February, 1901.

On 9 April, 1901, the Earl of Ranfurly[1] had appointed a Royal Commission to consider the best method of establishing a uniform scale of staff and salaries throughout New Zealand in regard to schools maintained and teachers employed under "The Education Act, 1877". It consisted of A. W. Hogg of Masterton (Chairman), Michael Gilfedder of Invercargill, Frank Y. Lethbridge of Bulls, and Thomas Mackenzie of Dunedin — all members of the House of Representatives — Luke of Auckland, and Thomas S. Weston of Christchurch representing Education Boards, Henry Hill of Napier and John Smith of Blenheim from the ranks of Board inspectors, and finally two teachers, William Davidson of Mornington and R. D. Stewart of Auckland. The commissioners submitted their report on 29 July.[2] Among the reasons urged in favour of a colonial scale were the great inequalities that existed in the payment of salaries in schools of the same class, the disproportionate allotment of salaries in individual districts, the frequent reductions in salaries, and the increasing cost of maintenance of small schools. Of the two schemes that were prepared the Auckland Board investigated the possible effects of the one computed on a capitation of £4. Schools with an average attendance of from 35 to 39, for which the Board allowed one pupil teacher, were to be taught by one teacher alone; when the average reached 40 an assistant teacher was to be appointed but in Auckland schools of from 40 to 60 had the help of only one pupil teacher. Schools with an average of between 40 and 89 were to be staffed each with a head teacher and an assistant. A second assistant was to be granted at 150 instead of at 156 as was then the practice, and a school of 200 would have 3 assistants and 2 pupil teachers instead of 2 assistants and 3 pupil teachers. At 330 the staff would consist of 5 assistants and 3 pupil teachers instead of 4 assistants and 4 pupil teachers; at 420 the ratio of assistants to pupil teachers would change from 5 and 5 to 6 and 4; at 600 the numbers would change from 7 and 7 to 8 and 6; and the largest Auckland school would have 8 assistants and 7 pupil teachers instead of 7 assistants and 8 pupil teachers. During the March Quarter of 1901 there were no schools in the Auckland district with an average attendance of over 700. The schools with an average attendance of between 600 and 700 were Wellesley Street (628), Beresford Street (614), Napier Street (634), Newton East (646), and Ponsonby (630). Devonport, Grafton, Newton West, Parnell, Richmond Road, and Mount Eden each had an average attendance between 500 and 600. The Board in mid-1901 authorized the employment of 183 assistants and 253 pupil teachers; the new scale provided for a staff of 259 assistants and 156 pupil teachers; that meant a possible reduction by 97 in the number of pupil teachers and an increase of 76 assistants. The Auckland Board approved of the scale in general but it considered that schools with an average of between 35 and 47 should have a pupil teacher, those with an average between 50 and 75 an assistant teacher, and schools with an average attendance of 76 to 120 an assistant and a pupil teacher. This change, the Board argued, would admit of pupil teachers being employed in schools where the roll number was sufficiently low to afford the head teacher the necessary time to supervize and direct the work of the pupil teacher. It would, moreover, enable a certain number of pupil teachers to be trained in the smaller schools, where they would have special opportunities of observing the work which they might be called upon to perform. The Board had found that pupil teachers were most useful in small schools of 35 to 50 pupils; but in larger schools the demand on their controlling power was much greater, and their work was often made less efficient through the larger size of the classes which they could not control easily. Under the proposed scale a school of 40 would have to increase to 89 before any extra help would be granted. The Board suggested that a third teacher should be allowed when the average attendance reached 76.

---

[1] The Earl of Ranfurly was Governor from 10 August, 1897 to 19 June, 1904.

[2] For the report of the Royal Commission and the detailed evidence which it received, see *Appendix to the Journals of the House of Representatives, 1901,* E.—14.

The scales submitted by the commissioners dealt solely with staffs and salaries, and took no account of the rental value of school residences occupied by many head teachers. They assumed that the cost of existing residences had been defrayed out of the annual grant for buildings; it was therefore wrong, they said, to take from the capitation grant sufficient money to provide house allowance. They recommended that where no residence was provided house allowance should be paid from the Building Fund. Excluding 488 schools where the average attendance did not exceed 20, there were 835 with, and 351 without, residences in New Zealand. The proposed house allowance and its possible application to Auckland was as follows —

Schools from 20 to 50	86 at £20	£1720
Schools from 50 to 150	7 at £30	210
Schools from 150 to 250	4 at £35	140
Schools from 250 to 420	3 at £40	120
Schools over 400	11 at £50	550
Total	111	£2740

The Auckland Board welcomed this proposed allowance to head teachers of schools where no residence was provided. It would remove an inequality in the remuneration of teachers which the Board had frequently urged upon the attention of the Government.

The commissioners recommended that the pupil teacher system should be amended. It was the least satisfactory part of primary education. At that time male and female first-year pupil teachers received £20, second-year pupil teachers received £25, third-year £35 and fourth-year £45. The allowance for boarding away from home was £10 a year with an increase to £20 in certain remote or expensive districts. Pupil teachers who had passed the University Matriculation or Senior Civil Service Examination were ranked and paid as second-year during the first year of their services. There were still a few ex-pupil teachers who were indentured under old regulations and who were paid £40 if uncertificated and £45 if certificated, plus a lodging allowance. Pupil teachers of the first year, according to the scale, were to receive the same salary and allowance, but no provision was made for an increased lodging allowance above £10 a year. Second-year pupil teachers were to receive £30 instead of £25. Third-year pupil teachers were to receive £40 instead of £35 but their lodging allowance was to be £5 instead of £10 a year. Fourth-year pupil teachers were to receive £50 instead of £45, but they were also to receive only £5 a year lodging allowance. After the end of their fourth year, pupil teachers — unless certificated — would be reduced to third-year pay (£40 a year).

In Auckland the scale of salaries of assistant teachers was still that which had come into operation in January, 1898. The salaries of first assistant masters in Auckland were now to be increased from £120 to £155, £140 to £195, £150 to £220, £175 to £235, £190 to £240, and £200 to £240. No fixed salary was set down for teachers in charge of infant departments. In Auckland, if they were in schools with an average attendance of over 250, these teachers received salaries according to the following scale:—

	D1	E1	D2	E2
500 and upwards	£110	£100	£95	£85
400 - 500	105	95	90	80
250 - 400	100	90	85	75

The first female assistant of a school of 250 was now to receive £120, of a school of 510, £150, and in a school of 660, £175. The minimum salary of an assistant, male or female, was fixed at £80. Alternative salaries were set down for male and female assistants, but the number of males was not to exceed the number of females in any school. The salaries of male assistants, in the largest schools, now varied from £80 to £240, and those of female assistants from £80 to £190. The salaries of female assistant teachers were substantially increased by the proposed scale. The Auckland Board could see that it would have to revise its staffs if that scale were adopted. In regard to male assistants it considered that the disparity between the salaries of first and second assistant masters was too great as shown on the scale. For example, in a school of 660 the first assistant master's salary would be £240 while that of the second assistant master could not exceed £140. The duties of both were practically equal in the demand for good class management and skilful teaching, and the Board considered that the difference in their salaries should not exceed £40. It also considered that the scale showed too great a disparity between the respective salaries of the junior assistants in the large schools. It would be desirable, the Board thought, to make their salaries nearly equal so that assistants might reasonably be asked to take the same class through two or three successive standards.

The McArthur scale of salaries of certificated head teachers was still in operation in Auckland in the middle of 1901. The principal feature of the proposed scale was the granting of a capitation allowance for each attendance over and above a fixed minimum, instead of requiring an increase of 10 or 25 before granting any augmentation of salary. In regard to the higher salaries the following table gives a comparison of the proposed scale, the scale in operation in Auckland in July, 1901, and one in operation in Auckland before October, 1900, —

Average	Colonial Scale		1901	1900
	Salary	& House Allowance	Salary	Salary
600	£336 and	£50	£348	£375
500	£316	£50	£324	£345
400	£296	£40	£292	£315
300	£276	£40	£260	£275
200	£248	£35	£228	£240
150	£233	£30	£210	£220
100	£218	£30	£200	£200

For an average attendance of 90 the salary of a male head teacher was now fixed at £215, as compared with £190 in other scales. Schools with an average of 80 would yield a salary of £202/10/- to a male and £165 to a female head teacher. At 70 the salary would be £190 for males and £160 for females. The Auckland rates were £175 and £140 respectively. At 50 the male salary would be £165 and the female £150 instead of £160 and £128. At 40 the salaries would be £155 for males and £145 for females instead of £150 and £120. For an average attendance of 30 the proposed salary was £135 for both sexes; the Auckland rates were £135 for males and £108 for females. Between attendances of 21 and 29 the salaries of female head teachers were to be increased; for an average of 20 the salary would be £100, the same as Auckland's; below 20 their salaries would be limited to £5 a head of average attendance. Male teachers in charge of schools between 26 and 29 were to receive increases in salary; but those in charge of schools of 25 pupils and less were to be reduced — except for an average of 24 where the salaries were the same. F. E. Blakey of Albertland North (15 pupils average) would receive £75 instead of £108; W. Birss of Opua (17) stood to lose £23 of his £108, J. F. Roberts of Mangawai Beach (21) would go from £114 to £103/10/- and M. Priestley at Kimihia (22) from £114 to £107. A total of 36 male head teachers receiving salaries of £114 and less would receive reductions through the new scale; two would be reduced £33 a year, one £28, four £23, one £18, seven £14, four £13, eight £10/10/-, five £7, three £3/10/-, and one £2/10/-. The proposed decreases in the salaries of female head teachers of schools under 20 pupils were 8 in number — 5 at £5 a year, and 3 at £3. The Auckland Board thought that the rates proposed for teachers in charge of schools between 30 and 60 average attendance appeared to be out of proportion to those proposed for schools between 60 and 90. It seemed unreasonable that they should receive a remuneration so much below that proposed for assistant teachers. Most of them in Auckland were married men, of mature experience, varying from ten to twenty years. Their schools were those in which the head teachers had the most exacting work imposed upon them. Owing to their small salary and their distance from the city, they were placed at a disadvantage in the matter of making provision for their families. Their chances of promotion to higher and more lucrative positions were limited, taking into consideration their number and the proportionately small number of larger schools.

Both scales compiled by the commissioners provided for a grant of £5 up to an average attendance of 20. "Under this proposal," they said, "the Boards will be enabled to make complete provision for education in isolated and sparsely populated districts . . . In the majority of districts, including the smaller, the opinion was almost unanimous that a capitation of £5 is a sufficiently liberal allowance." This astonished the Auckland Board. The Commission had sat at nine centres before visiting Auckland and when it did sit in Auckland — on 1 June — the draft scales that were then under consideration began at an average of 15, and not at 20 as in the report. The evidence given at Auckland was opposed to the belief that with a capitation of £5 there could be complete provision for education in isolated and sparsely populated districts. The centres visited by the Commission after leaving Auckland were New Plymouth, Wanganui, and Napier, districts which did not appear to have such a large number of small schools. The Auckland Education District extended over an area of more than 20,000 square miles. Settlement was still scattered far and wide. The main difficulty which the Board had to meet was the question of providing for schools in these sparsely settled districts; for the most part, it appeared that they would remain small. At the end of 1900 there were 97 schools with an average attendance under 20. Between January and September 14 such schools had been opened. In most cases it was out of the question to expect the settlers to contribute in money towards the support of a teacher. Their limited means were invested in the uncertain speculation of making a home in remote localities, under great privation and hardship, and with little means of communication with the outside world. Teachers sent to such places had to share the privations of a rough country life, and were completely shut out from intercourse with their fellow teachers. The possible effect of the proposed scale upon these teachers was serious to contemplate. The Board had lately improved their position by giving a fixed salary of £108 to a male teacher of a school of 15 pupils, and a salary of £114 for an average of 20. Under the proposed Colonial scale these teachers would be reduced from £108 to £75, and from £114 to £100. Teachers whose schools had dwindled below an average of 15 faced an even greater reduction, some to the extent of more than 40 per cent. The Board always held that it was impossible to provide fairly for those schools on a capitation basis; it was also of the opinion that provision should have been made for a minimum salary of £100 in consideration of the hardships to which these teachers were subjected.

Travelling through New Zealand with the Commission had been one of the greatest experiences in Hogg's life. He had been able to contrast the poverty in Nelson, Westland and Marlborough with the ability to attract strong staffs in Otago and Canterbury; and he had seen at first hand the effect on a Board's administration of a large number of small schools. For these reasons he supported the Public School Teachers' Salaries Bill of 1901 which aimed at removing the existing anomalies and inequalities in the staffing of public schools and in the salaries paid to public schoolteachers. He considered it to be one of the most important measures that had come before the House and the country for a considerable period of time; it was, of course, based on the report of the commission. Hogg did not believe that the Bill, if passed, would weaken the Boards. Indeed, he thought that by taking from them a huge amount of responsibility and trouble the bill would give them freer scope for useful administration. Seddon admitted that the bill was not perfect but it was, he said, "the laying of a foundation". Auckland teachers looked upon it in this light. On 28 August a large gathering of teachers, ranging from headmasters to pupil teachers, met at the Beresford Street school and agreed "that the wishes of no one class of teachers should be allowed to jeopardize the immediate adoption of the colonial scale of staff and salaries, which by the vast majority of teachers will be viewed as the successful culmination of a long-needed reform". Lady teachers met at the Wellesley Street school on 5 September and "realizing that under existing circumstances the principle of 'equal pay for equal work' was impracticable" gave their general approval of the proposed colonial scale. Teachers then were willing to be thankful for very small mercies: in the Prisons Department an officer could reach £700 a year, in the Police £600, in the Lands and Survey Department £750, and in a Lunatic Asylum £1200, but a teacher's maximum annual salary was £374. "We should have the best possible teachers available," declared Seddon, "and if we ask all this of them, then, in return, it is not too much for the State to pay them a living wage." The attitude of politicians had often left Auckland's administrators and teachers mourning and W. F. Massey's scriptural quotation during the parliamentary debate must have struck them as apt, — "Unto every one that hath shall be given, and he shall have abundance; but from him that hath not shall be taken away even that which he hath." Walker, the Minister of Education, was aware of the difficulties which Auckland had always experienced because of its scattered population. "There," he said, "you find the largest district in area, with the largest number of schools, and the largest number of scholars, and the fewest number of large schools in proportion, where their finance is always in difficulties, simply because they have not sufficient large schools to assist the work of small schools." On 25 October, at the conclusion of the debate on the Third Reading, the Postmaster-General, Sir Joseph Ward (Awarua) said that no more important measure had been put through the House since the passing of the Old-age Pensions Act. "This is the first Parliament in the world," he said, "which has adopted by Act a scale of teachers' salaries applicable to the whole country." The bill passed and the Act came into operation on 1 January, 1902.[1]

---

[1] The Salary Scale based on the £4 capitation was adopted. See Section 4 and the First Schedule.

CHAPTER 18

THE LAST OF THE OLD REGIME

Referring to criticisms of the country's educational scheme, the Rev. Richard Coates, in 1891, observed that had the system been less practical it would long since have been annihilated by the perpetual attacks to which the work of the schools had been subjected. "It cannot be doubted," he said, "that much of the well-meant fault-finding, as well as that which was merely aimless or hostile, has had a pernicious effect, in virtue no doubt of the principle, that if only mud enough be thrown at anything some of it is bound to stick." [1] Teachers themselves were painfully aware of several handicaps under which they laboured. The crowded, rigid syllabus pressed heavily on country schools with one or two teachers. Alexander Grant persuaded the Board to make an effort to have all drawing, except geometrical drawing, made a class subject, instead of a pass subject, in order to lighten the syllabus. Airey suggested, for the same reason, that the more formal parts of grammar should be omitted. In March, 1893, the Board asked the inspectors to give their opinions on the syllabus of instruction which had come into force on 31 December, 1891. Crowe thought the syllabus "an excellent one" although he agreed with Goodwin and Airey that the demands of geography and drawing prescribed for Standard IV were excessive. "In some features," said Dickinson, "the syllabus is a great improvement on those preceding it." But the classes in Auckland's schools were too large; permanent and more adequate staffs were required. Assistant teachers were in constant fear of removal and head teachers, therefore, had little encouragement to develop a school's organization and efficiency. Schools needed an interval of freedom from changes in staffs, changes in text-books, changes in regulations, and changes in government standards. The teaching service in Auckland offered little attraction to suitable young men owing to the lack of some known system of promotion and payment and to a general uncertainty attending all government employment. Teaching was a profession which offered no road to wealth or political distinction. There was inadequate provision for the training of young teachers in the science and art of education, and young and inexperienced pupil teachers were placed in charge of large classes. The Board and head teachers were partly responsible for their junior teachers' lack of skill since the efficient or inefficient discharge of their duties by head teachers in training them received neither recognition nor reproval from the Board. Partly owing to an erroneous conviction that the qualities of a teacher could be tested by a literary examination there were very few good infant teachers. The most pronounced defects in the instruction during the early 'nineties were found in spelling, writing, drawing and composition. The inspectors attributed the bad spelling to the carelessness shown by many teachers in examining the written work of the children and to the practice of confining transcription to columns of words. Writing, though legible, was often crude and ill-formed. Model drawing was not worthy of the name because few teachers had a competent knowledge of the principles underlying it. Composition sadly lacked vitality because teachers were satisfied with setting the children some subject on which to write and then merely criticizing their efforts. Geography was composed of lists of straits, gulfs, islands and capitals and all that the children were given of history was a grotesque smattering of dates and events. Teachers worked only towards the examination and so they built a superstructure on slight foundations. The craze for good percentages was caused by the pressure of parents and committees and by competition among the teachers whose livelihood depended on the results obtained. A child emerged from Standard IV at the age of 12½ years with the shadow of many subjects and the substance of none. Principles were hidden by rules and formulae, there was formality instead of vitality, and the results were superficial. *The New Zealand Herald,* as a watchful critic of scholastic and social trends, expressed its journalistic horror at "young people growing up in ignorance of a vast number of things which their elders learned without any school-teaching"; young men were "devoting all their energies and intelligence to sports and amusements, taking no interest in the politics of the Colony or in the larger questions that occupy the thoughts of Europeans"; and young girls were growing up "without those household virtues and accomplishments which are fitted to make them useful wives and mothers for the men of their own class, frivolous and fast in their demeanour and too often wanting in respect and obedience to their parents".[1] It suggested to the Minister of Education, W. P. Reeves, that he try an experiment. Let him ask a mercantile friend to advertise for an errand boy at 7/- or 8/- a week and then let him examine the applicants. They would not be scholars; they would possess no polish; and they would be unable to conceal their grave defects in spelling, composition, and grammar. Good material was spoilt in the making, and because pupils were compelled to learn minute matters for examination purposes they were not educated "except as a grey parrot is educated".

---

[1] R. Coates to V. E. Rice, 14 May, 1891.

During the early years of the decade the Auckland District was divided into North Central, South Central, Northern, and Southern Divisions and inspected by Goodwin, Senior Inspector, Crowe, Dickinson and Airey. By April, 1893, the inspectors were finding it impossible to inspect and examine the growing number of schools. In the previous month the Board accepted the Minister's proposal that the inspectors visit native schools and report on them in consideration of an extra grant of £150 a year towards the cost of inspection. Because of the extra work involved, the Board appointed James Grierson, now 40 years old, as acting-inspector for six months from 1 July at the rate of £250 a year. In May, the Board decided to appoint a Chief Inspector. The steps which led to the ultimate appointment were not without interest. At first the Board advertised for an applicant, classified C1 or higher, to take up his duties on 1 January, 1894, at a salary of £500 a year. Applications closed on 28 August, and Henry Hill of Hawkes Bay was offered the position; but he made conditions which were not acceptable to the Board. The position was re-advertised and only eight applications were received including those of W. H. V. Bindon and W. F. Spencer of Wanganui, James Hendry of Southland, and W. A. M. Malcolm, now "unemployed" after forty years' experience. At Cooper's suggestion the Board called for fresh applications in Australia as well as New Zealand; the salary was raised to £600 and employment was guaranteed for three years; the closing date for applications was now 31 March, 1894. Included in the eighteen applications were those of Dr A. McArthur and Henry Worthington. But the most interesting candidate whose services were rejected was Frank Tate, M.A. who, within a few years, became Director of Education in Victoria. Consideration of the applicants' qualifications was deferred three times. Then, early in May the Board received a telegram from Donald Petrie of Dunedin enquiring if it would entertain an application from him. On 5 June, Wilding moved that Petrie be appointed. He was then 47 years of age; for twenty years he had been senior inspector of schools under the Otago Board of Education and for the six years before he had entered on that office he had been a teacher in Scotch College, Melbourne. The three Board Members who voted against Petrie's appointment were Bates, Luke and Woodward; those who supported him were Lambe, Udy, Wilding and Muir. Later, when Petrie's three years' probation had expired Muir endeavoured to have him supplanted as Chief Inspector.

---

[1] *The New Zealand Herald,* 7 February, 1891.

Once in every year every public school was required to be both inspected and examined by an Inspector who would allow an interval of some months between the inspection and the examination. The inspector was required to report on the school organization, timetables, method and quality of instruction, "order and discipline, and the tone of the school with respect to diligence, alacrity, obedience, and honour", supervision in recess, manners and general behaviour of the pupils, state of the buildings and grounds, cleanliness of the premises, ventilation and warming facilities. The examination report was expected to show the number of pupils presented in each standard class, the number present, the number of "passes" in each standard, the inspector's judgment on the quality of the work done in the class-subjects, the quantity and quality of the work in "additional subjects", the degree of discretion displayed by the teacher in determining the passes in Standards I and II, and the efficiency of the instruction in Classes P and X. Class X or Standard VII pupils, with an age-range of 12 to 18 years, were a source of embarrassment to Department, Board, and Committees and to the Standard VI teachers who had to provide for them. In 1890, Habens asked the Board what it did for pupils above the sixth standard; the Board replied that the children merely repeated sixth standard work. On 6 September, 1892, the City Schools' Committee resolved that no child over the age of 15 years who passed the sixth Standard would be allowed to remain at school unless the Committee's permission had been obtained; but the headmasters of Wellesley Street, Beresford Street, and Napier Street ignored the instructions. The Order in Council of 19 June, 1894, contained no syllabus for Standard VII; a clause provided that a Standard VII should include pupils who had passed Standard VI but it referred to inspection and examination not to instruction. In the December quarter of 1894 there were 131 boys and 157 girls in Class X in the Auckland district; of that number 104 boys and 131 girls were in Auckland city and suburban schools; 33 of the 288 pupils had already been through the work of Standard VI more than once and some had even been over the work three or four times. The system whereby standard examinations were held at different times of the year was one reason for the growth of the X Classes. The standard examination of Onehunga, for example, was held early in August but R. D. Stewart encouraged the children to remain until Christmas; he felt that if a child completed his Standard VI at 13 years of age then he required revision of the work. Towards the end of 1895 the Board conferred with the Rev. Canon Nelson and W. J. Speight of the Grammar School Board of Governors and J. W. Tibbs, the Headmaster, and as a result of the discussion resolved to ask the Board of Governors to admit at half-fees for two years, 50 of those boys and girls who passed Standard VI before they were 13 years of age. In 1894 mental arithmetic was added to the class-subjects of Standard II. In Standard III grammar was dissociated from composition as a pass-subject and became a class-subject; and mental arithmetic was made a class-subject. Geography, which had been a Standard IV class-subject was "promoted" to the pass-subjects; comprehension of the language of the reading-lessons was introduced as an additional subject; and mental arithmetic was added to the class-subjects.[1] In both Standard V and Standard VI grammar was relegated to the second division — the class-subjects — where it was joined by the new subject of mental arithmetic. In these regulations prominence was given to English composition but schoolmasters were to puzzle their brains less with grammar. "The principal use of grammar," it was stated, "is not to teach the art of speaking and writing correctly; that art is acquired by familiarity with good models, and by practice subject to criticism and correction; and, with respect to the acquisition of the art, the function of grammar is the subordinate function of criticism. The great value of grammar depends on its character as a science of elementary logic, as a study of the forms in which the processes of thought stand revealed. In this aspect it plays a very important part in the development of intelligence, and is pregnant with suggestions that may guide the pupil into ways of philosophical thought when his schooldays are over."

---

[1] According to the Order in Council published in the *New Zealand Gazette*, 21 June, 1894, mental arithmetic is listed among the pass-subjects for Standard IV; this is a misprint; it was made a class-subject.

Inspectors and teachers were reminded by regulations that the details of the Order in Council were "designed to regulate the instruction and the examination of pupils in *primary* schools, most of whom are *children,* and the oldest of them in the stage of *early youth*". The profitable instruction of children and youths, they were told, was naturally limited by childish or youthful intelligence. "Any teaching that does not keep within the limits thus prescribed by nature is worse than useless, and examination that does not respect these limits is unreasonable. On the other hand the chief end of the instruction imparted in the primary school is the exercise and development of the pupil's intelligence, and the employment of it in the acquisition of useful knowledge." Teachers were exhorted to arrest any tendency to encourage what was mechanical or superficial at the expense of intelligence. At the beginning of his career as chief inspector in Auckland Petrie was instructed that in his examination of a school he was not to appear to the children as "a severe and frowning critic bent on probing their ignorance and finding opportunity to put them to shame but as a courteous and gentle friend".

In his Report for 1894, Petrie presented the Board with some of his impressions of education in the Auckland District. Various indications pointed to "the prevalence of a considerable want of intelligence and of educative aim and purpose, both in methods of teaching and in the direction of study". The first that he noted was the abuse of model or pattern reading. It was a common practice to give model reading with every paragraph of a new reading lesson, the assumption being that pupils could not read the sentences with expression unless they had this assistance; time was wasted in straining after superfine reading. "Readiness and accuracy," he said, "are the qualities we should chiefly aim at securing. Natural expression will usually follow in their wake, if the matter be fairly well understood." Petrie discovered that children's answers were notably brief, fragmentary, and badly-constructed, due to the slight importance which teachers attached to skilful questioning. Acting on instructions from Petrie the inspectors asked Standard III for at least five sentences about a simple subject in order to test the teaching of composition; a short story was read twice to Standard IV who then wrote the substance of it in the form of a letter; the subjects for the Standards V and VI composition test were chosen from a list of at least twenty-five distinct subjects provided by the head teacher; in Standards IV, V and VI the composition exercises were expected to contain at least twelve, fifteen and twenty complete lines, respectively, "of writing in small hand and on paper of foolscap size with a blank margin of not more than an inch".[1] But the work in Standards IV and V remained disappointing in quality and quantity. Petrie concluded that nothing would help more to improve the power of composing than wider reading in the classes below Standard V. Grammar, now a class-subject everywhere, had lost in importance by the change. According to Petrie the teaching of the earlier stages of grammar revealed a "disregard of educative aim and purpose". "The teaching here," he said, "has appeared to me singularly mechanical and uninteresting, and to fail almost wholly in developing the fine logical training that a skilful handling of the subject is so well fitted to give." In Standards III and IV, too, the subject was handled "in a very mechanical and unintelligent spirit"; in these two classes "the grand aim" had for too long been "to get the pupils to pass a formal and undiscerning examination, and not to turn its study to the best account in training and enlightening the mind". Petrie was unfavourably impressed by the slow progress of the preparatory classes where the teaching lacked breadth and thoroughness; he found this most obvious in arithmetic. "There is but one way known to me," he said, "of getting children to add readily and accurately, and that is the daily teaching of, and drill in, addition tables and easy exercises in the preparatory classes." He found a backwardness in adding and subtracting that was unknown in most of the other districts of the colony and finger counting was common in the Third and Fourth Standards. The teaching of science suffered from the small amount of time available for it. Effective teaching of history needed more time than could be allowed for it; it was the least satisfactory subject and the knowledge acquired was meagre. Singing was usually confined to the formal lessons given once or twice a week. "The ordinary run of questions" set in the vague subject of geography lacked variety and testing power, inadequate answers had been commonly accepted, and now the failure-rate in this subject had risen; Petrie thought that it would have been a great gain if the Minister had followed the practice of Victoria and had issued a complete syllabus. Spelling was unsatisfactory; the failure to teach spelling better seemed to Petrie to indicate a serious want of good attention, and of the moral influence and control that teachers should exercise over their pupils.

---

[1] Circular issued to all Head Teachers, September, 1894.

It is not surprising that the Board, on 30 July, 1895, requested Petrie to indicate what steps he would recommend to remedy the evils named in his annual report. On 24 September, his recommendations were received and ordered to be printed. In filling up vacant positions, and in promoting deserving teachers, very great pains, he said, should be taken to make as few changes as possible; nothing was more hostile to the efficiency of the public schools than frequent or incessant changes in the staff of teachers. He advised those who appointed pupil teachers to select only young persons who showed a natural aptitude for governing and teaching. He acknowledged that candidates should possess satisfactory scholarship, but it was "vastly more important that they should possess vivacity, tact, firmness, and self-command". In the Auckland District the chief kinds of work undertaken by teachers were, first, teaching a small country school, second, teaching one or two large standard classes, and third, teaching classes composed solely of infant pupils. It was a mistake, said Petrie, to suppose that any good teacher could do each of these classes of work equally well. In his view, it was a profound mistake to send a good class teacher or a good infant teacher to a country school as a means of promotion.[1] There were teachers in the Board's service who, from deafness, decrepitude, and general unfitness for teaching, could never be trained to do satisfactory work; Petrie wanted these incapable teachers eliminated. There was, too, an urgent need to check the abuse of "absence on account of bad health". He recommended that the teaching of infant or preparatory classes should be entrusted only to experienced teachers; pupil teachers should not be employed almost exclusively in the infant and lower standard classes; pupil teachers should not be withdrawn from their home influence; and in larger schools the lower assistants could, with advantage, take a class through from Standard I to Standard IV. Petrie found that most of the large schools had been designed without any regard to the principle that the number, size, and arrangement of the rooms should be adapted to the staff allowed for teaching such a school. It was a mistake to have all the rooms in large schools of the same size. In preparatory classes a gallery could be provided if the head teachers desired it, but to Petrie a large free floor space was indispensable in these rooms. Primer classes of 60 or 70 pupils were too large. Multiplication tables should not be taken by a junior class until the addition of numbers under 10 had been thoroughly taught. Basic to any changes in promotion schemes, plans of buildings, staffing schedules, and the content of courses of instruction, was the spirit with which the teacher did his work. "The teacher's purpose and skill," said Petrie, "in leading his pupils forward step by step along the path of self-discipline and self-help, must ever be the main factor in securing intelligent instruction, in a word in education." "It may prove," he added cautiously, "a work of some time and difficulty to infuse into a teacher's methods the true educative spirit, where that spirit is greatly wanting." However, he was generous enough to admit in his Report for 1895 that a wider acquaintance with the Board's schools had satisfied him that they were in some respects more efficiently taught and better managed than he had supposed at first. Indeed, so eager was Petrie to see Auckland's schools and teachers during 1895 that — according to his diary — he examined Whangarei on 29 February!

---

[1] On 20 December, 1892, the Board had resolved "that no teacher would be eligible for the position of first male assistant at a city school unless he had previously served at least two years in the country".

In February, 1896, Petrie submitted to the Board a considerable body of suggestions bearing on the teaching and management of the public schools. A committee consisting of Udy, Bates, Luke, Muir, Woodward and Wright read the suggestions and recommended — with Muir dissenting — that they be printed and circulated for the information and guidance of teachers. On 29 April, Petrie's *Suggestions for the Guidance of Teachers* was issued by authority of the Board to every teacher in its service. This manual dealt with a great variety of subjects, but more especially with the training of the preparatory classes in reading and arithmetic, and with "the intelligent and educative handling" of English lessons, including reading, comprehension, grammar, and composition. "In choosing the methods they employ," said Petrie, "teachers are and should be allowed a free hand. So long as the methods are intelligent and educative, and are thoroughly applied, the public and the experts should be satisfied. It is the height of unreason to dictate methods to teachers and then hold them responsible for the results." His words implied that there were different methods of teaching from which a teacher could choose, that teachers were aware of these different methods and knew how and in what circumstances to use them, and that teachers were under an obligation to the public at large to be thorough in their work. In a district where there was no training college to give teachers either technical training or a broad general education, where teachers were drilled during a severely narrow and depressing existence as pupil teachers, and where the myopic perforce led the blind, it is uncertain who the "experts" could have been. Petrie concentrated upon making teachers proficient in the restricted field of school-management. He gave them steps in the teaching of arithmetic to primer classes, the method of using a ball-frame, and the form of parsing; but the Auckland teachers were not encouraged to dwell upon the ethical, historical or sociological aspects of education and to develop a philosophy of education; they were to be uncritical technicians, not professional persons fully aware of processes and the educational principles underlying them. Petrie's pedagogues would never run the risk of becoming "sicklied o'er with the pale cast of thought". He emphasized the importance of good attention; the key to it, he said, lay in clear, interesting, earnest, and uninterrupted teaching. He warned teachers that inattention was often caused by the teacher expecting children to apply themselves to work which was too difficult, or by the unnecessary, tedious repetition of lessons. To secure what appeared to be attention some teachers made "a practice of getting pupils to watch for mistakes, telling someone to say the next word, asking a pupil if he was speaking just now, and so on". These spineless tactics Petrie likened to crutches that were of service to the lame and the halt. His only positive suggestion on this fundamental problem was that the teacher should alternate "the more mechanical and the intellectual subjects of instruction"; and for this "a satisfactory timetable" would make provision. But Petrie believed, too, that "governing power was of the nature of a personal equation and was but little open to influence by advice or direction from others".[1] Where teachers could not claim the attention of their pupils he thought there was little hope of improvement and Petrie's solution was to "weed them out".

In 1896, Auckland lost the services of Inspector Airey. The last page of his diary read as follows —

Day	How Employed	Time at School or Office (hrs.)	Extra Time (hrs.)	Time Travelling (hrs.)	Miles Travelled (mls.)	Total Time (hrs.)
Monday, 28 September, 1896	Rode to Waikumete. Examined School	6¾	½	2¼	15	9½
29 Sept.	Examined Titirangi School. Rode to Huia	5¼	—	3¼	18	8½
30 Sept.	Examined Huia School	5½	—	½	2	6
1 Oct.	Examined Brooklyn School. Rode home	3	—	4¼	27	7¼
2 Oct.	Office	5	—	—	—	5
		25½	½	10¼	62	36¼

---

[1] Report for the year 1896.

At the beginning of the following week he set off for the North Shore, but on the Tuesday he was compelled to consult Dr E. Roberts of Devonport who said that he was unfit for duty. He returned immediately to his home at "Grendon", Ellerslie, and wrote to Rice, "I had to come home tonight. Please inform Mr Petrie, and notify Birkdale and other schools. Lake School is finished. I hope this business will not last longer than this week. Please send me Scholarship Regulations and a file of Senior Papers for last year."[1] But Dr Ernest Roberton informed the Board on the Friday that the "business" of a severe form of inflammation of the throat would keep Airey away from his duties for another fortnight at least. Unhappily, he died on Monday, the 12th. He was only 39 years of age. His death was received with the most profound sorrow by the Board. Of Airey, Petrie said, "He did a great deal to advance the interests of education in this district, and discharged his duties with conspicuous care and conscientiousness." Airey's duties as inspector were immediately taken over by James Grierson and on 14, 15 and 16 October Birkdale and Greenhithe schools were examined. Inspectors were no respecters of week-ends and for the next three weeks Grierson examined at the rate of six days a week; in the first week he accounted for Long Bay, Lucas' Creek, Pukeatua, Horse Shoe Bush, Wade and Wainui; in the second week Upper Waiwera Springs, Waiwera Springs, Puhoi, Mahurangi West, Ahuroa No. 1 and Ahuroa No. 2 were examined; Warkworth (two days), Dome Valley (examined and inspected), Mahurangi Heads, Mullet Point and Dacre's were visited during the third week. During those three weeks he travelled 161 miles and spent 160 hours on his official duties as an inspector. In August, 1897, when the salaries of Dickinson and Crowe were increased to £375 a year, Grierson was appointed assistant inspector at £300. Inspectors' work was heavy and continuous and in the following year Dickinson was forced to take leave because of ill-health. E. K. Mulgan acted as substitute for two months, but in October he was appointed assistant-inspector. In July, 1899, McArthur stated that the system of standard examinations was in conflict with "improved modern ideas concerning primary education". The syllabus of pass, class, and additional subjects for each of the standards as defined in the Regulations, he said, was overloaded. Petrie entirely agreed with this and he had repeatedly drawn the attention of the Board and of the Education Department to the gravity of this evil. McArthur said that of some subjects, notably arithmetic, much of the instruction required to be given was useless. Petrie did not think that any part of the course in arithmetic could be described as useless for the purpose of intellectual training, but a good deal of it did seem to him to be of little practical utility. A shorter course of study in this subject, he said, could easily be arranged and meet adequately the ends both of practical utility and of intellectual discipline. McArthur complained that the system of standard examinations did not leave sufficient freedom of action to teachers and it encouraged cramming. Petrie said that it was the rigidly prescribed course of study quite as much as the system of examinations that fettered teachers. He was sure that the examinations secured thoroughness of instruction and, if skilfully directed, did produce an intelligent type of teaching. McArthur felt that teachers, by reason of their personal knowledge of the scholars, were better suited than inspectors to examine and classify pupils. Petrie agreed with him on the matter of classification but differed in regard to examinations. No Auckland inspector then doubted that teachers were qualified to classify their pupils. But in 1899 teachers shrank from the responsibility. They were entitled to advance to a higher standard any pupil who failed to pass at the inspector's examination, but in spite of that, head teachers withheld from promotion pupils who had failed to pass. Petrie said the reason was solely that teachers were afraid to promote one parent's child and not to promote another's. The Auckland inspectors were unanimous that the abolition of all outside examinations would greatly impair the efficiency of the system of elementary education. McArthur also criticized the artificial division of the year's work and the increasing cost of inspection caused by the system of standard examinations. Discussion by the Board on such extremely important educational questions was deferred and then "postponed indefinitely"!

---

[1] W. H. Airey to V. E. Rice, 6 October, 1896.

The members of the Board during the last year of the century were L. J. Bagnall, J. Blades, T. Cooper, R. Farrell, R. Hobbs, S. Luke, J. Muir, J. R. Reed and Dr A. McArthur; Hobbs, Muir and Reed retired in March and were succeeded by W. Lambe, J. D. McKenzie and N. A. McLeod; Bagnall succeeded Hobbs as Chairman. Cooper resigned in February, 1901, after seventeen years on the Board, on his appointment to the office of a judge of the Supreme Court. Board meetings were held every four weeks, but a committee of four met every fortnight to deal with financial matters and the appointment of teachers. In the Auckland District at the end of 1900 there were 381 schools, 54 of which were half-time. In about one quarter of the schools the average attendance was less than 20 and in 250 schools the attendance was less than 50. Settlement within Auckland's 20,000 square miles was still so scattered and remote that the Board was compelled to establish and maintain a large number of small schools at a cost which was out of all proportion to the income received from the capitation grant. The year began with a balance of £353 in hand; the total income from all sources was declared by the Board to be £105,904 and the expenditure £102,755. In the maintenance account, the statutory capitation grant of £3/15/- upon the mean average attendance [1] was applied approximately as follows:— teachers' salaries and allowances (£76,379), £3/4/1 per head: grants to School Committees (£7,326), 6/2 per head: inspection and examination (£2,524), 2/1 per head: Board's administration (£2,180), 1/10 per head: and an unexpended amount at the rate of 10d. per head. The Board deemed it wise to keep a small reserve fund to meet an emergency; the expenditure on maintenance in 1899, for example, was at the rate of £3/16/3 per head. The expenditure on school buildings during the year amounted to £12,066. At the end of the year the Board was committed to liabilities amounting to nearly £1,000; and there were other works, estimated to cost more than £10,000, unprovided for. The provision made in the annual parliamentary grant for school buildings was, as it had ever been, totally inadequate to meet requirements. A special application for assistance towards providing teachers' residences was made to the Government but without any effect. The office staff of the Board comprised V. E. Rice (secretary and treasurer) at an annual salary of £500, John J. Roach (clerk) at £275, John Macky (clerk and accountant) at £250, R. P. J. Ray (clerk) at £175, J. F. Herapath (clerk) at £125, and E. MacCormick (cadet) at £50. D. Petrie as chief inspector received £550; the other inspectors were J. S. Goodwin (£400), R. Crowe (£375), J. Grierson (£348), E. K. Mulgan (£348) and E. C. Purdie (£300). Other officers of the Board, apart from teachers, were J. Mitchell and R. M. Watt, architects (£400), J. S. Small, truant officer (£130 and £10 for travelling), H. S. Small, truant officer's assistant (£1 a week), J. Swanson and C. Tong, foremen carpenters (10/- a day and travelling expenses), and Captain J. Grant, drill instructor (£200 and travelling expenses); there were also four instructors of Saturday classes for pupil teachers — Dr P. Marshall in science (£50), Miss E. Shrewsbury in mathematics (£30), J. H. Turner in Latin (£25) and J. Hight in French (£25). The number of teachers employed by the Board at the end of 1900 was 797 (333 men and 464 women); besides that number there were 70 sewing teachers. Included in the 797 were 354 head teachers, 206 assistants, and an excessively large number — 237 — of pupil teachers. Frequent changes in school staffing were made because of illnesses and the claims of teachers to promotion; moreover, one-tenth of the whole teaching body changed each year through resignations and retirements. The Board endeavoured to improve the pay of teachers in small country schools but to do so it was necessary to reduce the higher salaries. The highest paid of Auckland's teachers in 1900 were R. D. Stewart (£380), Charles M. Carter (£376), E. T. Hart (£363), J. C. Dickinson (£363), John L. Scott (£353), A. S. Webber (£345), T. U. Wells (£344), W. W. Hill (£339), James Armstrong (£337), Alfred Hosking (£336), Bartholomew Cronin (£317), William N. McIntosh (£317), and Alfred Benge (£304). In October, Dr McArthur persuaded the Board to grant an allowance to teachers who retired because of ill-health or physical incapacity; Bagnall, Luke and McLeod opposed McArthur's proviso that the allowance be given only after the Board had enquired into the financial position of the teacher but they were out-voted by Farrell, Lambe, McKenzie and McArthur. The Board decided that after ten years' service an allowance equal to one-fourth of the salary received during the last twelve months could be made to the retiring teacher; after twenty years the allowance would equal one-half of the last year's salary. There were 14,627 boys and 13,418 girls in attendance at the Auckland public schools at the end of 1900; of those numbers 401 boys and 464 girls were in Standard X.[1] Although there was no serious epidemic during the year over 4,000 children were absent daily from school. The Board was therefore pleased that the Government observed the working average for all statistics. In 162 schools there were 1153 Maori and half-caste children; 485 were Maoris, 76 were half-castes living in native fashion, and 592 were half-castes living in European fashion. Twenty-four senior and 53 junior scholarships were under tenure at the end of the year. Among the senior scholarship holders were James H. Adams, Arthur B. Gatland and Ralph L. Ziman. The junior scholarship holders included David E. Hansen and Francis Tooman from Pukekohe East, John Masefield of Bombay, Adrian M. Rowe of Hobsonville, Bertrand W. Hayson of Ponsonby, Charles E. Scott of Newton East, and Walter S. Dempsey of Grafton. There were also five scholarships held by girls under special regulations and derived from the income of the Auckland Girls' High School Endowment.

---

[1] The mean average attendance for the four quarters from October, 1899 to September, 1900 was 23,847.

---

[1] The average age for pupils in Standard I was 9 years 1 month, for pupils in Standard II, 10 years, for those in Standard III, 10 years 9 months, for Standard IV, 12 years, for Standard V, 13 years 2 months, and for Standard VI, 14 years 1 month. In the total number of children, 28,045, there were 612 over the age of 15.

In addition to the public schools, 24 Roman Catholic Diocesan schools, with a roll-number of 1855 children, were inspected and examined, and two Industrial Schools and the Parnell Orphan Home were examined. The inspection was carried out at the Board's expense in accordance with Section 98 of the 1877 Education Act. The Board was of the opinion that the inspection of private schools should have been undertaken by, and at the cost of, the State. When the Board asked the Government for a special grant towards the extra cost of inspection[1] it was refused, Hogben adding the information that the Auckland Board's application was the only one of the kind that had been received.[2] A protest against the inspection of Roman Catholic schools came from the Kamo School Committee who considered that there was a grave danger that in the future those parents who could afford to do so would place their children in private schools, leaving the public schools of the colony to educate those children whose parents could not pay for the education, and so create two classes of schools. The executive of the Grand Lodge of the Loyal Orange Institution of New Zealand was of the opinion that the Board's action was only a stepping-stone to further demands and would tend to injure the country's free, secular and compulsory system of education; the executive considered it wrong in principle for any public body such as the Board of Education to recognize any particular religious denomination. Both the Kamo Committee and the Orange Lodge were unconvinced when Rice explained that the secular instruction in the Roman Catholic schools was carried on by private enterprise and without cost to the State and that the inspection was made merely to place their scholars on the same footing as the scholars of the State schools in regard to qualifying them for positions in the public service. Another religious and educational matter of colonial importance was shelved by the Board during the year. On 14 April the Rev. D. J. Steele, Presbyterian minister at Papatoetoe, applied to the Papatoetoe School Committee for its "consent to hold a Scripture class in the school, one day

---

[1] V. E. Rice to G. Hogben, 21 March, 1900.
[2] G. Hogben to V. E. Rice, 30 April, 1900.

[illegible]

a week from 9.30 to 10 a.m.". "This," he said, "is quite legal as the Education Act only requires two hours of regular school instruction each day before 12 o'clock."[1] The letter — the first of its kind — was referred to the Board, which in its turn referred the matter to Hogben. In his reply he quoted Section 84, sub-section 2 of "The Education Act, 1877" and explained that a scripture lesson could not be inserted within the ordinary school hours. "Religious instruction," he said, "if given, must be entirely apart from the course of secular instruction and outside the hours assigned for such instruction, namely, either before the assembling of the school or after the dismissal of the school."[2] On 16 May, the Board decided to inform the Papatoetoe School Committee and the Rev. D. J. Steele "of the Minister's opinion against granting permission to hold a Scripture Class during school hours". But Steele had made no such request. The way ahead was opened for the Board a few days later when it received a letter from the Rev. James H. MacKenzie, Presbyterian minister and member of the Nelson Schools Committee, explaining the Nelson system of religious instruction.[3] For years a Bible lesson had been given in the Nelson public schools, as elsewhere, outside the usual hours, but with unsatisfactory attendance. It was felt by the children to be an "extra" and a tax. In 1897, when he was chairman of the Town's Schools Committee which controlled six schools, MacKenzie suggested to the Bishop of Nelson that something could be done lawfully to bring the Bible lesson within the usual hours though not within the legal hours. As a result, the Schools Committee fixed the legal school hours as 3 hours in the forenoon and 2 in the afternoon for 4 days in the week and 2½ hours in the forenoon and 2 hours in the afternoon for one day in the week, and it granted the use of the buildings for the freed half-hour to religious teachers for their special work. This arrangement proved a great success. The system however was not introduced without a triangular conflict between the Minister, the Board and the Committee. It was arranged that a secular lesson, purely voluntary to teachers and scholars, should be given, at the same time as the Bible lesson, in another room, to pupils whose parents objected to a Bible lesson. This lesson did not appear on the timetable and no roll was called. The Board made strict enquiry into all the Committee's moves and on the authority of a solicitor members came to the decision that the Committee was acting within its legal rights. The Minister insisted that this secular lesson must be stopped. It was abandoned because the children ceased to attend it. The Committee, however, did not admit its illegality, especially if one of the prescribed secular lesson books was used. The Committee established its right to fix the legal school hours[4] and to grant the use of the school buildings for reasonable purposes,[5] and at the same time recognized the "general supervision and control of the Board" as authority to check anything unreasonable done by Committees. On those points the Committee obtained the highest legal opinion in the Colony. Some of the

---

[1] D. J. Steele to C. Bailey, Chairman of the Papatoetoe School Committee, 14 April, 1900.
[2] G. Hogben to V. E. Rice, 12 May, 1900.
[3] J. H. MacKenzie to V. E. Rice, 25 May, 1900.
[4] Section 74 of the 1877 Act.
[5] Section 84, sub-section 3.

Nelson teachers were willing to give Bible lessons but the Teachers' Union asked them to refrain lest this willingness should come to be considered as a qualification when teachers applied for vacancies. MacKenzie was known as an upholder of the 1877 Act and as one who was opposed to the Government giving religious instruction. His letter to the Auckland Board was received, he was thanked for his information, but the religious question in Auckland remained unsolved.

In the opinion of the inspectors the great majority of the teachers in the service of the Board were hard-working and capable, and animated by an earnest desire to do justice to the positions they filled. Yet the teaching was unsatisfactory. Petrie criticized teachers for their neglect of adequate preparation and necessary revision, their inability to use the blackboard effectively and to question skilfully and their listlessness which deprived teaching of vividness; oral work was neglected by the headmasters of the largest schools; the children's skill in reading varied widely over the district; proficiency in grammar was extraordinarily unequal; so inaccurate were teachers in their history lessons that there was no thoroughness even in the learning of dates; and in object lessons loquacious teachers strayed along what Mulgan called "the alluring path of *lecturing* on the wonderful". The gate to the teaching profession, said Petrie, was not sufficiently guarded. The education system itself was responsible in great measure for ineffectual teaching. Geography was now a pass-subject only in Standard VI and its mathematical and physical sections were neglected. The quality of sewing was poor because of the large classes. History, as formerly, was made a useless subject; only dates and bare facts were known, the pupils having only dim and unintelligent ideas about anything else; this was inevitable when Regulations informed teachers that pupils were not to be expected to trace the remote causes, or even to remember the proximate causes of great events. The standard-pass system had secured a measure of accuracy and thoroughness but Petrie, as an inspector, knew that it had fostered a mechanical spirit in the teaching by making teachers and pupils think only of obtaining a medium average of proficiency. In his presidential address to the N.Z.E.I. at Christchurch in January, 1887, Hogben had attacked the extravagant value attached to examinations, to the results of examinations, and to percentages calculated from those results, as the worst offence against the liberty of the individual teacher. "Books are written for examinations," he had said, "children are prepared for examinations; everyone speaks of the examinations, the subjects of the examinations, the results of the examinations. Where is Education? In danger of being swallowed up in the examination gulf. And where is her divine sister, Wisdom? 'Oh, no! we never mention her; her name is never heard' — she failed in her last examination." Under this system which relied so much on the efficacy of a period of forced study the higher spirits were neglected. The over-burdened course of instruction that was imposed by the Education Department was the greatest cause of educational retardation in New Zealand. The officers of the Department did not keep in close touch with the practical working of the schools as they compiled their curricula. As the century closed, this standard-pass system was greatly curtailed and mitigated. Petrie claimed to have been the first to advocate this change by bringing its need to the notice of Thomas W. Hislop when he was Minister of Education.[1] New regulations for the inspection and examination of schools were announced in an Order in Council of 16 December, 1899,[2] and came into force on 1 January, 1900. The year 1899 Petrie called "the last of the old educational régime". Successful teaching now depended more than ever on "the ability, skill and fidelity" of the teachers.

In order to avoid undue complexity in the classification of their pupils, head teachers were enjoined, due regard being paid to the needs of individual pupils, to keep the classes in the several subjects as nearly as possible the same for each standard. The inspectors would look upon an undue degree of complexity in the classification as an element of weakness in a school. Before an inspector made an annual visit to a school, the head teacher had to hold an examination of all classes in all subjects; the results were then to be recorded on class schedules with an indication of the classes in which each pupil was to be placed for the several subjects; however, the class in which a pupil was placed for reading would determine the schedule on which his name would appear. In general, a pupil was expected to pass through one class in each subject in a year. Head teachers were required to hold periodic examinations to provide for promotions and other rearrangements, and Petrie advised them to divide the year's work of each class in reading, arithmetic, geography, history, and science into as many suitable subdivisions as there were to be periodic examinations; it was hoped that the judicious carrying out of that plan would enable teachers to avoid all that "over-pressure" during the later part of the second-year which had been such a feature under the old régime.[3] "It is to be remembered," reiterated the new Regulations, "that in many ways the examination of a school has an important bearing on the morals of the children. They should be made to feel and understand that the inspector is not a severe and frowning critic, bent on probing their ignorance and finding opportunity to put them to shame, but that he comes as a courteous and gentle friend, who will use his best skill to put them at their ease, and will invite them to give him proof of their diligence, and let him see what progress they are making; and they should be taught to despise all showy tricks and arts of evasion, to show themselves frank and simple, and to avoid everything that is not in accordance with the strictest principles of honour." These words revealed a different attitude to children from that previously adopted by O'Sullivan and many teachers must have looked on them as an improbable fiction. Hogben would have done something even more revolutionary had he said much the same on inspector-teacher relationships.

Many of Petrie's criticisms were voiced independently by his *bête noire,* James Muir. In the course of his travels in England, Wales,

---

[1] 1889 to 1891.

[2] See the *Supplement to the New Zealand Gazette of Thursday, 14 December, 1899,* Monday, 18 December, 1899.

[3] Circular to Head Teachers, 27 July, 1900.

Scotland, Ireland, France, Belgium and Australia Muir had visited over fifty schools. Generally, he considered that the country schools in the Auckland District were as efficient as similarly situated schools anywhere. Auckland's most apparent weakness lay in its large schools. They were, said Muir, deficient in every respect, in construction, ventilation, sanitation, and tuition. He contrasted "the boisterous and bullying attitude of the untrained and imperfectly educated Auckland instructor" with "the calm, quiet and decorous manner" of trained teachers elsewhere. Auckland scholars were under constant dread of punishment. Indeed, he said that it was absurd to attempt a comparison between the teaching in the large schools in Great Britain and those under the Auckland Board because "in the old country the teachers of large schools were highly educated and thoroughly trained". Whether this flattering observation on British teachers was strictly true or not is immaterial; the fact remains that in 1900 Auckland's teachers were neither highly educated nor thoroughly trained. "What is urgently required in the centres of population in the Auckland district," said Muir, "is the establishment of training colleges for teachers, staffed by trained educationalists from the Old Country, where our young teachers can be properly prepared for their profession, for until such institutions are established, our enormous annual expenditure on education is practically thrown away. The obtuseness of our legislators in failing to provide training colleges for teachers is most deplorable. Our system of training teachers by those who are themselves untrained, is, in this age of progression reprehensible in the highest degree. When it is added that the cost of our obsolete system is as high as the excellent arrangements of other countries, the neglect of those responsible is almost criminal. It is not the fault of our teachers that they are not as capable as those in the parent-country; it is their misfortune; we have equally good material in the Colony but the training is lacking." It was a matter of common knowledge that the best New Zealand teachers were those of Otago and North Canterbury.[1] In Muir's opinion, education would never be established on a satisfactory basis until it was placed under local control. "The funds," he said, "could be provided from a local rate, as is done in the Old Country, supplemented by a Government grant, which would add nothing to local taxation if Parliament would abolish the land tax as an imperial impost and transfer it to the local educational authority." Petrie, too, regarded a training college as one of Auckland's urgent needs; the cost of this institution, he said, should be met by the Education Department, and should not be a tax on the Board's income from capitation payments, which were designed to meet nothing more than the charge of salaries and current expenses of maintenance. Auckland teachers had no facilities for coming into intimate contact with a better type of teaching; consequently, they had no high educational ideals. Doubtless the fact that in Auckland a teacher with a B1 certificate received £190 a year while a Napier teacher with a C2 — three grades lower — received £300 did not place Auckland teachers in a philosophic frame of mind. Their souls were fettered to their classroom desks and in the continuous routine of cram they had no opportunity for reflection. It did not occur to them that education could have anything to do with the right enjoyment of leisure[1] or the promotion of manliness of life;[2] while the secular Department, in its examinations, stressed timetables and registrations, teachers saw no purpose in meditating upon the Froebelian aim of training boys for humanity and so producing men in the image of God. Auckland teachers, intent on overcoming the E Certificate examination, still relied on Gladman's work on school method. It was probable that when the theories and principles of Plato, Milton, Rousseau, Kant, James Mill, and Herbart did at last penetrate to New Zealand some adults who had been raised under what Muir called "the most unsatisfactory educational system under the British flag" would look upon them with distrust. "To have high aims in teaching, to adapt their methods to the attainment of these aims, and to have a good knowledge of the principles on which class-government reposes, are the chief things we should demand of young teachers," said Petrie.[3]

---

[1] J. Ormond, "Education in New Zealand", *New Zealand Illustrated Magazine*, Vol. I, 1899-1900 (Auckland, 1900).

"There be that can packe the Cards and yet cannot play well," wrote Francis Bacon, "So there are some that are good in Canvasses, and Factions, that are otherwise Weake Men." At a Board meeting in March, 1900, Muir stated that very few head teachers had worked themselves up with their ability, but only by plotting and scheming with School Committees. The Auckland branch of the N.Z.E.I., of course, protested indignantly against those remarks and asked the Board to request Muir to substantiate his charges or withdraw them unreservedly.[4] Bagnall spoke of canvassing as a general practice; there was, indeed, a strong feeling among the Auckland public that a great deal of "button-holing" was done in connection with appointments. Cooper admitted that in regard to the appointment of an inspector to fill Dickinson's place he had had at least five indirect attempts to canvass.[5] "The sooner teachers cease to think that they have a right to canvass," said Cooper, "the sooner the office of teacher will be raised." The N.Z.E.I., of which R. D. Stewart was the moving spirit, received ample evidence that its financial members were not above suspicion when applications were invited for the headmastership of the Newmarket School. The advertisement included the advice that any teacher personally canvassing members of the Board or members of the School Committee would be disqualified as a candidate. Of 25 applications the Board sent the name and qualifications of the 11 "most eligible" to the Newmarket Committee. D. O'Donoghue of Mount Roskill was selected, but two members of the Committee protested that O'Donoghue had canvassed them personally and that one committeeman who had forfeited his privileges by not having attended a meeting for over six months had voted at the selection. O'Donoghue denied the charge as "a manifestly transparent falsehood". The Committee, with John McColl as chairman, sustained its recommendation but irregularities were again reported and on 25 April the Board decided to hold an enquiry. At the same meeting the Board rescinded the resolution receiving the N.Z.E.I.'s letter objecting to Muir's criticism of canvassing teachers. The situation had become more involved with the election on 23 April of a new School Committee with J. M. Laxon as its chairman. The enquiry committee of the Board reported that the charge of improper canvassing was not sustained; it thereupon submitted the name of O'Donoghue to the Newmarket Committee. The new Committee, however, objected to O'Donoghue and when the Board supplied them with names of ten candidates it selected F. J. Ohlson, first assistant at Beresford Street. It was now the turn of McColl, the former Newmarket chairman, to accuse Ohlson and his friends of conspiracy. On 27 June, 3 and 4 July the Board held special meetings to deal with the Newmarket case. McColl spoke about plots hatched in the Metropolitan Hotel, secret meetings in the Wellesley Street school, and of mysterious "agents". The charges were disproved and Ohlson was appointed by the Board as Headmaster. Ignoring the wisdom of Solomon's observation that the wise man looks to his own steps but the fool turns aside to the snare, O'Donoghue persisted and now accused Stewart of conspiracy. At another enquiry Bagnall wanted the Board to call on O'Donoghue to resign; however the Board, while it agreed that his conduct merited grave censure, only reprimanded him.

---

[1] Aristotle, *Politics*.

[2] Pestalozzi, *How Gertrude Teaches Her Children*.

[3] *Annual Report of the Chief Inspector of Schools, 1900* (Auckland, 1901).

[4] S. H. Ferguson to V. E. Rice, 19 March, 1900.

[5] Edmund Campbell Purdie was appointed on 21 March, 1900. He had been a pupil teacher and student of the Training College, acting-headmaster at Kamo, head teacher of Hikurangi and Otonga half-time schools, head teacher at Waiorongomai, second assistant at Wellesley Street, first assistant at Nelson Street and at Thames High School, head teacher at Bombay, and at the time of his appointment head teacher at Hamilton West. It was on 7 March that the Board had decided to appoint a successor to Dickinson — but Purdie had already applied for the position on 3 February!

This vulgar squabble lowered the teachers in the eyes of those who were taught and those who sent the children to school. But its importance to the Board as an administrative body revolved around the election of 23 April and the question of the continuity or non-continuity of the existence of the School Committee. There were already two Supreme Court decisions which bore directly upon this question. The first was the case of Wilkinson and others v. The Education Board of Otago which was decided, after reservation, by Mr Justice Williams in January, 1888, at Dunedin. His decision was based especially on Section 35 of "The Education Act, 1877", relating to the general powers and duties of Boards,[1] and Section 45, on the appointment and removal of teachers. The judgment was that a School Committee had neither a corporate nor a quasi-corporate capacity, and therefore had no continuity of existence. It must be presumed that the judge did not overlook the words, "Every Committee so appointed shall hold office until the appointment of its successors".[2] "If," said the Judge, "the Board consult the Committee of 1885 as to the dismissal of a master and proceed to dismiss him in 1887 without consulting the then Committee, it would not, in my opinion, be acting in conformity with the Act. The committee are the representatives of the householders for the time being — of the parents of the children for the time being attending the school. The committee for different years may represent not only different opinions but a greatly changed body of constituents." The fact that the Ohlson case involved an appointment and not a dismissal was immaterial in view of the wording of Section 45. The second decision on the principle of the "continuity of existence" was again a reserved and duly considered judgment. It was again made by Judge Williams in the case Wilkinson v. The Kaikorai School Committee in April, 1891, at Dunedin. It was again held that a School Committee was not intended by the Education Act to be a corporation.[1] Education Boards, on the other hand, were expressly incorporated and by the same section[2] were given "perpetual succession". It was decided in the 1891 case that a "succeeding Committee is not bound to pay solicitor's costs in bringing a successful action by a former Committee against the Education Board". The decision in the first of these two Wilkinson cases provided Boards of Education with guiding principles in respect of consultations under Section 45. There was nothing illegal, then, in the Board accepting Ohlson as the Newmarket choice and not compelling Newmarket householders to accept the choice of the previous Committee. Although "no appointment shall take place until the Committee have been first consulted",[3] although "such a consultation should be a *bona fide* asking of advice with a view to obtain it",[4] although it might be urged that to ask such advice without following it would be deemed a mockery, and although the Committee may on its own accord recommend teachers to the Board for appointment,[5] yet the Board alone could appoint.[6] Again, Section 47 referred to "the Board under which he holds his appointment". Thus the actual power of appointment in respect of any teacher concerning whom a School Committee had been consulted, or in respect of any teacher who had been recommended by a School Committee to a Board for appointment, rested solely in the Board, irrespective of any recommendation or suggestion by any Committee, no matter how emphatic it may have been.

---

[1] See *The New Zealand Law Reports*, Vol. VI (1888).
[2] Section 64.

---

[1] *The New Zealand Law Reports*, Vol. X (1892).
[2] Section 24.
[3] Section 45.
[4] See Wilkinson and others v. The Education Board of Otago.
[5] See Section 45.
[6] Section 35.

CHAPTER 19

STUBBLE INSTEAD OF STRAW

The Schoolmaster of February, 1883 criticized some utterances made by the Minister of Education at Dunedin and Nelson in reference to the kind of education that he intended to substitute for the system then in force. Stout said that by the side of every public school there should be established a workshop where every scholar could acquire that mechanical dexterity which was usually neglected until school life ended and the period of apprenticeship was begun. The journal pointed out that the published records of the work accomplished in 1882 showed that no more than 13 scholars in 1000 passed the Sixth Standard, yet if a child were to be an intelligent worker in wood or in metal he must know "pretty thoroughly" all the other matters in the school course. Its contention was that in primary schools "the chief objects should be, first, to give the scholars a facility in handling what may be termed the tools of literature — reading, writing, composition and arithmetic; and next, to give those who remain long enough at school — always sadly too few — some taste for acquiring further knowledge by after study". After that it would be quite soon enough to begin the actual work of life. Because it was assumed that the great majority of the population was destined for mechanical pursuits the writer observed that inventions for simplifying labour were making the trained intelligence of the educated man more valuable than the mechanical dexterity of the unlearned labourer. The abridgment of school-life for the sake of the "technical education craze", with the creation of a series of industrial establishments in every hamlet turning out thousands of amateur joiners, tailors and blacksmiths, would be regarded as a "wantonly pernicious act". Only a journal or a country remote from developments in technical education could have referred to them as a "craze". In the United States the Massachusetts Institute of Technology had been founded in 1861 and had opened in 1865 with 27 students. Germany possessed great technical schools of university standing. Honours examinations in natural science had been created at Cambridge in 1851 and at Oxford in 1853. The Royal College of Chemistry (1845) and the Government School of Mines and Science applied to Art (1851) had joined for a time as the Metropolitan School of Science applied to Mining and the Arts and then had separated as the Royal College of Science and the Royal School of Mines, both at South Kensington. In England after 1870 advances were made in technical instruction simultaneously with the growth of a central State authority and a national system of education, the improvement in the education of girls and women, and the sudden expansion of the universities. A Royal Commission under the Duke of Devonshire had reported in 1875 on the state of scientific instruction in England. Its references to technological developments in other countries led to a committee of the London City Livery Companies applying itself to the construction of a national plan for technical education. In 1880 the City and Guilds Institute was founded to encourage the teaching of applied science in schools and evening classes; as a result Finsbury Technical College was established in 1883 and in 1884 the City and Guilds Central Technical College was opened in South Kensington to train technical teachers, engineers, managers, and industrial chemists.[1] Another Royal Commission was appointed in 1881 under the chairmanship of Sir Bernhard Samuelson to inquiry into the instruction of the industrial classes of certain foreign countries in technical and other subjects for the purpose of comparison with that of corresponding classes in Britain. It sat for three years and published useful, informative reports which led to legislation for the promotion of technical education both in England and in Scotland. Under "The Educational Endowments (Scotland) Act, 1882" a commission under Lord Balfour of Burleigh altered the purposes to which educational endowments were applicable and paid special attention to the provision for secondary or higher or technical education in public schools. So extensive were its investigations that the commission sat for seven years. County Councils were established in 1888 and the Technical Instruction Act of 1889, which was the outcome of a Royal Commission on Technical Instruction appointed in 1884, gave them authority to establish evening classes in scientific and commercial subjects and to receive grants from the Science and Art Department, South Kensington. At the end of the decade "The Local Taxation (Customs and Excise) Act, 1890" made large sums available for the promotion of technical and commercial education. A feature of London's educational history was the rapid growth of the Polytechnic Institutes under the provisions of "The City Parochial Charities Act, 1883". These institutes had their origin in the acquisition of the lease of the old Regent Street Polytechnic towards the end of 1881 by Quintin Hogg for £50,000. The opening service of Hogg's Recreative and Educational Institute for young men and women was held on Sunday, 25 September, 1882. Inventions and developments in various scientific fields gave an impetus to the technical education craze. In 1881 Thomas Edison built the first central electric power station at Pearl Street, New York; from 1883 to 1885 Daimler was developing the light-oil moderate speed internal-combustion engine; in 1884 H. S. Maxim demonstrated his recoil-operated maxim gun; G. Westinghouse, in 1887, patented air-cooled and water-cooled transformers; by 1890 gunpowder had been largely superseded by other types of explosives and in that year cordite, mainly a nitroglycerine and guncotton mixture, was first made. Only the "crazy" would have neglected technical education.

---

[1] In 1906 the City and Guilds Central Technical College was combined with other schools to form the Imperial College of Science and Technology in the University of London.

To the Auckland Board of the 'eighties technical education and drawing were synonymous. There was no indication given either by Habens or Hislop in Wellington or by the Board in Auckland that drawing could have for its purpose the cultivation in the children of "sufficient skill to enable them to express their own ideas in some form of art" or to stimulate in them "the growth of such sympathy and sensitiveness as may lead eventually to aesthetic appreciation".[1] The aim of drawing as a primary-school subject was "to develop accuracy of perception and to exercise the imagination, thereby tending to produce a love of order and to nourish originality: it is therefore an implement, not an ornament".[2] Just how little originality or imagination was possible was made obvious by Hislop when he informed teachers that a considerable proportion of the time devoted to drawing had to be spent in drawing on slates from examples set on the blackboard by them and that they had to supervise the work done and "see that it was done with pains and care".[3] Auckland teachers, too, applied themselves on Saturday mornings, "with pains and care", to freehand and model, parallel perspective, angular perspective and geometrical projection. During 1879 a drawing master had been appointed by the Auckland Board to visit schools in Auckland and the neighbourhood and to conduct teachers' classes. It was about 1879 that John Logan Campbell had started a School of Design; he had paid all expenses and the Auckland Institute had provided a room for 15 to 20 pupils at the Museum. J. G. Trevithick resigned in October, 1883, from the position of drawing master, and in 1884, Walter Illingworth Robinson was appointed. His particular skill lay in mechanical drawing and his views on drawing were shared by Goodwin. "Some teachers," said Goodwin, "do not seem to be aware that drawing is not to be taught as an accomplishment, but as the initiatory step to technical education." Robinson introduced practical mechanical drawing into schools; he also gave instruction in freehand and model drawing from models made at his own expense; although he had to travel some distance he received no allowance for a horse; drawing masters in the south received double his salary. Taking one consideration with another he felt justified in asking the Board in April, 1885 for an increase. But the Board refused and he remained in receipt of £200 a year, with £25 added for travelling expenses. In 1886, a generous Board added £21/5/6 for "horse-hire". The year 1888 was one of retrenchment and in March the Board informed Robinson that his engagement as teacher of drawing to the public schools would terminate at the end of three months. Perhaps because of that, he submitted a plan for the instruction of city and country teachers. The Board continued his services to 31 December, still on an annual salary of £200 but augmented by £25 travelling allowance, £75/17/6 for the horse and extra travelling expenses, and £27/6/- for teaching at the Night School. After saving his January pay the Board re-employed him at the end of January until 31 December, 1889. By mid-1889, Goodwin, Fidler, Airey, and the Board agreed that Robinson should give more attention to country schools near Auckland and to the instruction of teachers in drawing; they also realized that the time was approaching when the whole responsibility for the teaching of this subject would be placed upon the teachers. During summer months classes for country teachers were held on Saturdays at Whangarei, Waipu, Warkworth, Helensville, Hamilton, Cambridge, Te Aroha and the Thames; in the winter, classes for teachers were held at Wellesley Street. The teaching of drawing was reviewed again later in 1889 and in November, Goodwin, Airey and Dickinson expressed their opinions that the expense incurred in the employment of a special teacher of drawing was not warranted by the results obtained. There was little in mechanical drawing, said Dickinson, that teachers could not acquire for themselves; and both Dickinson and Goodwin were convinced that because of excessive attention being given to this subject the children's writing was suffering. However the Board in December re-appointed Robinson; but it was a precarious and undignified existence.

---

[1] Board of Education, *Report of The Consultative Committee on The Primary School* (London, 1931).

[2] D. Blair, School of Art, Canterbury, in *The New Zealand Schoolmaster*, November, 1883.

[3] Circular, 26 February, 1886.

The Society of Arts encouraged drawing among the pupils of the Auckland Province. In March, 1883, it offered two prizes for the best drawings produced in the public schools in and around Auckland. O'Sullivan thought that every facility should be offered to the Society when its secretary, Josiah Martin, asked the Board for permission to conduct examinations for children in the Wellesley Street school on Saturday, 12 April, 1884. Prizes were given for the best shaded drawing from the round, for outline drawings from the flat, and for the best drawing produced in the schools. Similar awards were made by the Society in 1885 after the retired Trevithick had apparently effected an unauthorized, early-morning entry through a window into the Training College and had arranged two rooms for the examination on 11 April. The Sixth Annual Exhibition of the Society (president, J. McCosh Clark) opened in April, 1886 with sections devoted to pupils' studies, original studies by amateurs or students, original designs, photographs, clay modelling, architecture, life study, and to work done by pupils in Auckland schools; there was again an examination for pupils. An advance was made in 1889. The usual annual examination was held in the Wellesley Street school on the afternoon of Saturday, 13 April. But there were also prizes for work that came up to the standard required for the First Grade Freehand Examinations of the Department of Science and Art, South Kensington. Robinson donated the prize for mechanical drawing. Those who passed could then be tested further in freehand drawing (second grade), outline drawing from model, and shaded drawing from model; these examinations were held at the Museum. An Order in Council of 8 February, 1890 [1] announced amended requirements for drawing as a pass-subject or temporarily as a class-subject. Drawing could also be taught as an additional subject in any standard higher than Standard III, in which case it would be either that prescribed for a higher standard or drawing not prescribed as a pass-subject. The features of the new schedule were straight lines in Standards I and II, freehand drawing of regular forms from the flat in Standard III, plane geometry and freehand drawing in Standards IV and V, and solid geometry, model drawing and freehand in Standard VI. Pupils were to be taught as early as possible to draw from actual objects, such as the doors, windows, furniture, and apparatus of the schoolroom. The report on the 1890 examinations of the Auckland Society of Arts made by E. W. Payton, director of the Elam Free School of Art and Design,[1] revealed how weak the teaching of drawing was in the schools. An examination was held in the schools on 9 May on an exercise in First Grade Elementary Freehand Drawing as required by the Science and Art Department, South Kensington. Of the 931 drawings made, Payton passed only 125. Most of the pupils did not even know how to commence the drawing; in many cases obviously there had been no instruction; in others, wrong methods — particularly the use of dotted lines — were just as evident. Payton wanted the Society to hold examinations in elementary geometrical, perspective, and model drawing and to reserve freehand competition for "juvenile" pupils. During the year it was decided to hold the annual Freehand Drawing examination in December, and so on 12 December, 1890 another annual examination was conducted in 64 schools; of 926 drawings, 170 were regarded by Payton as "first class" and 33 as "good". In accordance with one of Payton's recommendations First Grade model drawing as required by the Science and Art Department, South Kensington, was added to First Grade freehand drawing in December, 1891. Three hundred and seven model drawings and 1059 freehand drawings came from 80 schools, but only 29 model and 199 freehand drawings were regarded as "first grade". In the model drawings it was evident that the children still did not know how to start; and in freehand drawing it was still customary for children to finish the left-hand side in detail before commencing on the second half; but 18 "good" children were described by Payton as "all very equal"! For the glory and good of art, in 1891, the subjects for the model drawing examination were selected from a tea-cup and saucer and a jug, and a large dinner-plate and a beer bottle!

---

[1] *New Zealand Gazette*, 13 February, 1890.

When the Free Night School closed in June, 1889, Robinson's allowance stopped and he was denied any possible benefit from evening classes because of his country travelling. The history of Robinson with the Auckland Board is one of technical talent wasted by an unappreciative body of administrators who already had been so anaesthetized by Standard Regulations as to have no individual educational vision. He was not re-employed after December, 1890; but his spirit did not die and he arranged to form technical classes in drawing, applied mathematics and other practical branches of instruction. His so-called "Teachers' Drawing Classes" were held in the Wellesley Street school on Saturday mornings and afternoons in freehand and model drawing, plane geometry, scale drawing, solid geometry, and perspective projection, for D and E candidates. These classes were not established by the Board; he was not paid by the Board; he was even refused permission to give instruction to pupil teachers; yet the classes were carried out "under the auspices" of the Board.

---

[1] The Elam School of Art was founded in 1890 and maintained entirely by a bequest from Dr J. E. Elam, the trust being administered by three trustees resident in Auckland. It was open for four mornings and four afternoons each week with an average number of 18 students; by the end of 1897, 221 students had passed through the school.

In April, 1892, the Minister (Reeves) sent the Board the draft of a bill for the encouragement of elementary manual and technical instruction and invited it to express an opinion on its merits and to make suggestions on the proposed scheme. The Government did not proceed with the bill but the Conference of Education Boards held in Wellington in 1895 requested the Minister of Education to introduce his Manual and Technical Elementary Instruction Bill of 1892 and to proceed with it at once and have it passed into law. Some members of the Auckland Board protested against its decision to send the chairman to the Wellington conference on technical education. They announced their intention to oppose any action of the Board which had for its object "the alienation of the funds voted by parliament for primary education". So important was their protest thought to be that it was ordered to be inserted in the Minute Book.[1] "While we admit the necessity for Technical Education," they said, "we recognize that the Education Act and amendments give no power to Education Boards to use their funds for any other purpose, (however commendable), than primary education. No doubt it is desirable that Technical Education should be attended to, and when it is undertaken, should be available, alike for country, as well as urban districts, and when such a system is adopted, it ought in our opinion, to originate in a legislative act. The Board, in the meantime ought to confine itself, being an administrative body only, to an honest interpretation of the Act which has created it." In fact, while it employed inspectors and appointed teachers, the Board could not remain "an administrative body only". The protesting members were Lambe, Wright, Harris and Muir. About four or five years later Muir returned from England enthusiastic over the cookery, carpentry and chemistry arrangements that he saw in a London Board elementary school and which "put into the shade our puny efforts"! In spite of their protestations "The Manual and Technical Elementary Instruction Act, 1895" was passed to promote elementary technical instruction. According to the Act, "Manual instruction" meant instruction in the practical handling of tools, and in the actual construction of models and other articles in wood, metal, clay, or other material. The Board had the authority to order that manual instruction be given in any public school as part of the regular school course. By authority of the Board, too, a class for manual instruction could be held in a public school by a teacher duly authorized or specially appointed, at a time outside of the ordinary school hours. Fees, fixed by the Board, could be charged for attendance at this class held in extra school hours. Payments for manual instruction would be made by the Government through the Board; for every unit of average attendance during a quarter of three calendar months ending March, June, September, or

---

[1] 16 July, 1895.

December the rate would be 2/6 in town schools and 3/9 in country schools. This payment was subject to certain conditions. The instruction had to occupy two hours a week for ten weeks in the quarter; it had to be given by a teacher whose qualifications had been proved to the satisfaction of the Minister; the class was to be subject to the inspection of a special inspector; the payments could be proportionately reduced in so far as might be necessary in order to limit the total payments throughout the colony in any one year to the sum of £2000 prescribed by the Act; "country schools" were to include only those in a locality that was not less than five miles distant from the nearest part of the boundary of the nearest town or borough having more than 5000 inhabitants. "Technical instruction" meant instruction in the principles of science and art applicable to industries, and in the application of special branches of science and art to specific industries or employments; it included, too, such instruction in the use of tools and appliances as was necessary to the full illustration of the application of any branch of science or art to any specific industry or employment. The Board could establish classes for technical instruction entirely apart from the course of public school instruction. Classes could also be established by any society, or committee, or other body of managers, or by any instructor, in any place that was not within five miles of a place where a class was established by the Board for that purpose. Fees could be fixed and charged by the society, committee, managers, or instructor. Payments for technical instruction were to be made by the Government to the Board, or to the managers, or to the instructor of a class which was not under the control of the Board or a body of managers. If the class were to be held for one hour a week for ten weeks during a quarter the rate was to be 1/3 for every unit of average attendance; if the class were held for two hours the payment would be 2/6; 1/3 would be added for every additional hour a week; for classes in country districts the rate was to be 1/10½ for every hour a week during ten weeks of a quarter. These payments were to be made on the same conditions that applied in the case of manual instruction. In March, 1896, the Board informed the School Committees of the provisions of "The Manual and Technical Elementary Instruction Act, 1895" and offered to co-operate with the Committees as far as possible in taking advantage of them.

The idea of educating children by manual instruction was not an invention of New Zealand Liberals of the 'nineties; indeed, pedagogically they seemed almost devoid of ideas. History shows that the principle of bringing instruction in manual work into relationship with primary education was enunciated long before the days of Reeves, Walker, Seddon, Habens and Hogben. "Schools are to be workshops teeming with labour," said Comenius. In his school of infancy, for children up to the age of six, drawing was to be practised by all. "It matters not," he said, "whether the objects be correctly drawn or otherwise, provided that they afford delight to the mind." R. H. Quick, in his *Essays on Educational Reformers* (1894) noted that South Kensington, which controlled the drawing of millions of children, said precisely the opposite to Comenius, and prescribed a kind of drawing, which, though it might have given manual skill to adults, did not afford delight to the minds of children. Quick's observation did not apply to Britain alone; it was equally true of Auckland's children. During the 'eighties, while New Zealand remained shackled by Haben's standards, many educational reforms were being made in other countries. Manual work was brought into the primary schools of Sweden, Finland, Germany and Holland. Children exercised their hands, but while practical work was done in bookbinding, woodcarving, metal work, basket-plaiting, pasteboard-work and veneering, the object was not preparation for a definite trade.

Before "The Manual and Technical Elementary Instruction Act, 1895" was passed, a class in carpentry had been started in part of the Devonport school building. There was accommodation for only 17 pupils, but to meet the wants of as many as possible, the class during different quarters was composed of changing groups of pupils. The teacher, John Harvey, was recognized as an instructor in November, 1896 under the 1895 Act. In 1897 classes were held on Tuesday and Thursday evenings between 7 and 9 p.m. from March to November, inclusive. The tools belonged to the school and the instructor was paid. The pupils' fees were one shilling a week but the income from fees and the government subsidy did not cover current expenses. In the badly-lit basement of the main building of the Remuera school a class for instruction in carpentry was started after the passing of the 1895 Act. Under George Heron it met on Saturdays from 9 a.m. to noon during the months of February to December; the fee was 3/- a quarter and Heron's annual salary was £6. At one time there were 15 pupils but by 1897 the number was only 9. Most of the pupils owned their own tools but again the fees and government grant together did not meet current expenses. In 1897, £6 from the School Fund was voted in aid of the classes. There was general agreement around Auckland that manual training could not be carried out as part of the ordinary school work. It was evident, too, that the aid given by the Government to classes carried on outside school hours was quite inadequate. If this training were ever to be considered seriously, workshops would have to be provided or hired, wood supplied, and a limited number of sets of tools bought.

The Liberal framers of the 1895 Act expected Boards to build bricks without straw, without even stubble. But quite apart from this feeble legislative measure the year was an important one for educational development in Auckland, for in June, Sir Maurice O'Rorke formally opened the Auckland Technical School in Rutland Street. The establishment of a technical school had been discussed severally by the University College, the Grammar School, and the Board of Education. The Grammar School governors were afraid that such a school would encroach on "the proper functions of academic education" on the one hand and on elementary education on the other. The University councillors looked on technical education as the complement of evening continuation schools which the Board should create. And the members of the Board thought that technical education formed an appropriate adjunct to the scientific departments of the University.

In July, 1893, the provisional committee of the Auckland Working Men's College Association drew the attention of the Board to the effort being made to establish a college for the purpose of evening instruction in technical subjects particularly. These men, with J. H. Mackie as their moving spirit, had drafted a constitution. The management of the Association was to be vested in a Council consisting of a president, vice-president, and twelve members of whom the Auckland City Council, University College Council, Grammar School Governors, Employers' Association, Trades and Labour Council, and the Board of Education would appoint one each; the president, vice-president and the remaining five members were to be elected by the members of the Association out of their own number by ballot. The Association was to be composed of ordinary and life members of both sexes; ordinary members were to be annual subscribers of 5/- and those who gave £5 and upwards in one payment were to be deemed life members. Mackie asked the Board to advise him in what direction and to what extent it would assist the movement. The Board refused to commit itself and while the Government contributed to technical education a sum equivalent to subscriptions and fees raised in the various centres of population, Auckland alone did not participate in the Parliamentary grant. In February, 1894, O'Rorke attempted to arrange a meeting between representatives of the University, Grammar School, and Board, to discuss the question of technical education; the Grammar School appointed Haultain, Canon Nelson, Luke, and the mayor, J. J. Holland, and the University Council appointed Bishop Cowie, the Rev. W. J. Williams of Three Kings, Udy and O'Rorke; but not until April, after more promptings from O'Rorke did the Board appoint Bates, Cooper, Muir and Wilding. The meeting took place at the Grammar School office at 3 o'clock on 25 April.[1] The representatives of the three educational bodies agreed that every assistance should be given to those men who were striving to establish a Working Men's College and they appointed O'Rorke, Udy, Muir, Luke and Bates as a deputation to wait on the Minister. But hope was again deferred. A committee meeting of the Auckland Working Men's College Association held at the Art Society's Room in the Municipal Building, Wellesley Street, on 29 June, discussed the University's refusal to give direct assistance and the Minister's refusal to give financial assistance. A plan which was considered was the formation of sub-committees to canvass the city and suburbs for subscriptions. When an appeal was made to the public a sum of £120 was returned; supplemented £ for £ by the Government this sum was increased to £240. The first general meeting of subscribers was held on Tuesday, 23 April, 1895, in the Y.M.C.A. Rooms. J. J. Holland presided. The meeting agreed to entrust the management of the Association to a president, vice-president, and committee of 16. O'Rorke and Holland were elected president and vice-president respectively; Bartley, T. Thompson, J. W. Tibbs, Wade, J. H. Mackie,

---

[1] Cooper, Holland, Cowie and Williams were absent.

Fraser, Fowler, Thomas Herbert and Professors Brown and Thomas were elected to the committee. The City Council, University, Grammar School, Education Board, Employers' Association, and the Trades and Labour Council were each entitled to appoint a representative; on 7 May the Board appointed the Rev. Joseph Bates. A building in Rutland Street was secured and on 10 June, O'Rorke formally opened the Auckland Technical School; enrolling continued during the week and actual classes did not commence until Monday, 17 June. By July, 11 subjects were being offered and the roll stood at 137 students.

On Tuesday, 9 July, 1895 a meeting of subscribers (or their representatives) to the "Taranaki Relief Fund 1860" was held in the office of Messrs Brown, Campbell & Co. Among those who attended were P. A. Philips, James Heron, H. Gilfillan, James Smart, G. Lewis, T. Cheeseman, S. Vaile and John Logan Campbell who was treasurer of the fund. The gathering agreed to devote the fund's unexpended balance of £360 to the Auckland Technical School. This unexpected contribution was not sufficient to maintain the school for long and on 26 August, 1896 a deputation consisting of J. J. Holland, the Rev. Runciman, R. Farrell, G. L. Peacocke, Herbert, A. T. Craig and Mackie waited on the Board of Education to urge it to take over or assist in the maintenance of the school. Holland explained that the capitation granted by the government, together with the fees, would not permit the school to carry on much longer. The approximate cost of the school for one year was £696, and the amount received was only £482, made up of £327 in fees, £80 from the sale of sundries, and £75 from the Government. The building in Rutland Street was then costing the Association £50 a year but the lease had only eighteen months to run and then a larger rent would be demanded. In June the Board had already appointed Muir, Udy, Luke, Lambe and Cooper as a committee to consider the position of the Board in relation to the Auckland Technical School, but it was not until November that they applied themselves seriously to the task. From the school's inception until that date receipts had amounted to £1310/14/9; expenditure had been £1058/13/1, £200 was on fixed deposit at the National Bank, and cash in hand accounted for £52/1/8. The Government had just paid £59/5/1 as capitation for the three terms which ended on 11 September, 1896; capitation for the current term was expected to be about £22/10/-; neither of these sums was included in the receipts quoted, and tradesmen's accounts (about £27/10/-) and salaries (about £90) to the end of that term were excluded from the sum expended. In November, there were 12 teachers in the service of the Association giving instruction in freehand and model drawing, practical plane and solid geometry, mechanical drawing, architectural drawing, carpentry and joinery, wood-carving, plumbing, shorthand, and graining and marbling, for which each received £5 per term; the algebra and geometry instructor received £3, and the cookery and dressmaking instructor received £10 each per term. In carpentry and joinery, wood-carving, and dressmaking additional classes were held and the instructors paid extra. A caretaker was paid £3 a month. The secretary's salary was £60 a year but he had applied for an increase. There were

118 students at that time and their term fees — some were outstanding — amounted to £54/15/-. The lease of the premises, in fact, had expired on 1 November. The Committee of the Board presented its report in December. If the Board were to take over the maintenance of the school it would entail a charge upon its own funds of about £500 a year and it could not afford this additional expenditure unless it received a special grant of at least £500 a year from the State. The Board agreed with its committee's opinion that "The Manual and Technical Elementary Instruction Act, 1895" did not meet the requirements of technical education. The Auckland Technical School Association, very much under the influence of O'Rorke, claimed that more funds should be placed at its disposal or that the Education Act should be so amended as to make it obligatory on the Education Board to take over and maintain the school. The Association was of the opinion that uncertain grants of £1000 in one year and £2000 in another year for maintaining technical education throughout the whole colony were utterly inadequate. On the matter of organization O'Rorke and his followers preferred to see technical education in New Zealand attached to the primary system and not, as in other countries, grafted on to secondary education. They argued that by attaching technical education to the primary system a general scheme of continuation schools could be established; young persons who might be taken from school for the purpose of earning their living before they had reached the Sixth Standard could then have an opportunity of continuing their education until their general knowledge could fit them to enjoy the benefits of a technical school. In September, 1897, the Education Board recommended that it should be empowered to take control of Auckland's technical education upon the condition that the Government should provide sufficient funds. It also recommended that the capitation grant named in Section 5 of "The Manual and Technical Elementary Instruction Act, 1895" should be increased. In agreement with the Technical School Association it held that the continuation school system should be recommended. At this time a bill, introduced by Seddon, would have made better financial provision for manual and technical education. The Auckland Board approved of it. But it was altered to such an extent by a Joint Committee of both Houses that Seddon withdrew it in December.

Manual, technical and commercial education in New Zealand made an appreciable advance when "The Manual and Technical Instruction Act, 1900" repealed the 1895 Manual and Technical Elementary Instruction Act. Technical instruction meant "instruction in the principles of any specified science or art as applied to industries, accompanied by individual laboratory or workshop practice, or instruction in modern languages, or in such other subjects connected with industrial, commercial, agricultural, or domestic pursuits as are prescribed by regulations under this Act". The Minister recognized under this Act, school classes, special classes, associated classes, and college classes. School classes were those "for manual or technical instruction established by any Education Board in connection with any public school, or by the

Board of Governors of any secondary school in connection with such secondary school, and held during the ordinary school-hours, the syllabus of such instruction being in accordance with regulations under this Act".[1] Special classes were defined as those "for manual or technical instruction, or continuation classes, established by an Education Board or the Board of Governors of a secondary school, apart from the ordinary course of primary or secondary school instruction, as the case may be". The term 'associated classes' meant thereby "classes for manual or technical instruction, or continuation classes, established jointly by an Education Board, or a School Committee (where no classes are established by the Education Board of the district), or the governing body of a University College, and a School of Art, a School of Mines, an Agricultural College, an Industrial Association, an Industrial Union, an Agricultural and Pastoral Association, or any similar public association formed in connection with any branch of trade, industry, or commerce".[2] And college classes could be "established by any University College for technical instruction, or for instruction in such branches of higher commercial education as are prescribed by regulations under this Act". The existing associated classes of the Elam School of Art and the Auckland Technical Classes were recognized under the Act. The controlling authorities of classes were to receive capitation payments out of the public funds. The rate for every attendance at classes for manual instruction or for technical instruction was 3d; at a continuation class the rate was three halfpence.[3] An addition of one-half to that rate of payment could be made in the case of a class held in any place more than five miles distant from the office of the Education Board. The Auckland Board retained in its own hands all capitation earned by classes under the Act, and provided out of the capitation fund such apparatus and material as it deemed necessary. It adopted this method because some School Committees did not use the capitation earned in order to provide the apparatus and material necessary for handwork classes. The Minister had to be satisfied that the classes were being efficiently instructed by competent instructors. He was also given the power to appoint inspectors to visit, inspect, and examine all classes under the Act. When this had been suggested in 1892 the Auckland Board had opposed it.

Regulations under the Act were gazetted in January, 1901 and in February, 1902.[4] To render a public school class eligible for a grant the Board had to submit for the approval of the Minister of Education, on forms supplied by the Education Department, particulars of the proposed class, accompanied by programmes of the work to be done and by satisfactory proof of the competency of the instructor. No payment was to be made on account of any class that had not been recognized by the Minister. Application for recognition of a class had to be supported by the recommendation of an inspector of schools, whose approval of the suitability of the proposed course of instruction had to be given. Daily attendance registers were to be forwarded to the Department after the close of the instruction for the year, if they were asked for. All claims for payment had to be rendered to the Department within three months after the end of the year. If stick-laying, brick-laying, paper weaving and plaiting, drawing in chalk, or free-arm drawing were taken in Classes P to Standard II, 6d per annum was to be paid for each unit of the average attendance at the classes. If paper-folding, designing in coloured papers, modelling in clay or plasticine, modelling in carton (thin cardboard), brush-drawing, or cane-weaving were taken 1/- was to be paid, provided that at least one hour a week was given to the subject. If, in Standards III and IV, a selection was made from wirework, bricklaying, drawing in chalk or charcoal and free-arm drawing 1/6 per annum was to be paid for each unit of the average attendance at the classes. If a selection was made from modelling in clay or plasticine, brush-drawing, designing in coloured papers, modelling in carton or in cardboard, and basket-work in cane or willow 2/6 was to be paid. Provision was made for school classes doing work in other subjects not lower than that of Standard V. In schools of less than 100 in average daily attendance Standard IV pupils could be included. Two shillings and sixpence was to be paid for each unit of the average attendance at perspective, elementary practical surveying and elementary practical mensuration, machine construction and drawing, building construction and drawing, free-arm and blackboard drawing and drawing from memory, drawing in light and shade from flat examples of rigid forms, from models or casts, or from objects of still life, elementary design and colour work, painting from flat examples, or from nature, of flowers, or of still life, painting ornament in monochrome from flat examples or from casts, modelling in clay, or plasticine, or plaster, modelling in cardboard, chip carving from pupils' own designs, or wood-carving. If two subjects were taken 3/6 was to be paid, provided that at least one hour a week was given to each of them; but in no case was the payment on account of a pupil for work done in those subjects to exceed 3/6 per annum. From 1 January, 1903, in any public school having not more than 40 children in average daily attendance, and having no female teacher, 10/- per annum was to be paid for each unit of the average attendance of the girls who received instruction in needlework, as defined in the Standard Regulations, for not less than two hours a week regularly throughout the school year. The Minister could make grants for the purchase of necessary furniture and fittings, and apparatus of a permanent character. No grants for buildings or apparatus were to be made unless it were proved to the satisfaction of the Minister that the conditions were complied with. The plans were to be approved and the buildings to be begun or a contract for their erection signed before a payment was made. For school and special classes established by a Board of Education, and for associated classes in which a Board of Education was the controlling authority the maximum grant which could be made was the full cost; for all other classes, the maximum grant was £1 for each £1 contributed.

---

[1] "The Manual and Technical Instruction Act, 1902" repealed the words, "and held during the ordinary school-hours".

[2] The 1902 Act added the words, "or any City Council, Borough Council, County Council, or other local authority: Provided that when a School Committee joins with a public association or a local authority to establish associated classes the Board of Education shall be the controlling authority." The 1902 Act added a new sub-section to Section 4 of the 1900 Act, — "Where school classes or special classes are not established by a Board of Education, the School Committee may establish such classes, and in every such case the Board of Education shall be the controlling power."

[3] A 'continuation class' meant "a class commencing not earlier than four o'clock in the afternoon, and giving instruction in such of the ordinary public school subjects, or other subjects of general or commercial education, as are prescribed by regulations under this Act".

[4] See *New Zealand Gazette*, 18 January, 1901 and 17 February, 1902.

In December, 1900 — after the passing of the Act but before the gazetting of Regulations — a committee of the managers of the Auckland Technical School consisting of O'Rorke, Mackie, P. Dignan, G. Peacocke and Thomas Herbert met the Finance Committee of the Board whose members were McArthur, Cooper, Farrell and Lambe; McArthur presided. Because they were not provided with necessary funds the managers could not see their way to continue the maintenance of the school; they therefore asked the Board to take charge of the school under the provisions of "The Manual and Technical Instruction Act, 1900". The conference asked the Government whether, in the event of the Board agreeing to take over the school, it would pledge itself to meet any deficiency by granting for the first year a subsidy to the extent of £200 over and above the capitation allowance provided by the Act. Nearly three months later Hogben replied. McArthur, who was in Wellington in January and February complained that because of holidays, Commonwealth festivities, the Queen's death and the consequent ceremonies, and the presence of Imperial and Indian troops, it was impossible to get anything done by the heads of departments in the Public Service. During that interval, however, Regulations were published and the Minister was of the opinion "that the very liberal provision allowed by the regulations"[1] would probably insure the Board against loss should it take over the school or form associated classes. On 3 April, the Board approved its Finance Committee's recommendation that the Board should take over the maintenance of the school and should appoint an advisory committee consisting of O'Rorke, Professor F. D. Brown, Bartley, F. Fowler, Herbert, Holland and W. E. Hutchison to assist it in the management of the school. The Committee met at the Board Rooms in Victoria Arcade on 27 May, 1901. It advised the Board to secure four allotments in Wellesley Street from the City Council and to instruct its architect to prepare a sketch plan of a school to suit the site;[2] it also recommended that a thoroughly competent and experienced Director of Technical Education be engaged to conduct the school. In communicating the resolutions to the Board, O'Rorke expressed his regret that the school had not passed into the hands of the Board in a more flourishing condition. "The condition of the school," he said, "is attributable to the delay that took place in passing an Act for establishing technical education on a proper basis."

The classes, instructors, salaries, and number of students during the second term of 1901 were as follows, —

---

[1] G. Hogben to V. E. Rice, 2 March, 1901.

[2] In June, 1898 the City Council had offered to lease 4 lots adjoining the Wellesley Street school for 60 years at £25 a year as a site for technical and other school purposes subject to the Board erecting a building thereon and taking over the charge of technical education.

Classes	Instructor	Salary per term	No. of students
Freehand Drawing	Miss E. M. Baker of View Road, Mt. Eden	£5	12
Perspective Geometry	Miss E. M. Baker of View Road, Mt. Eden		3
Mechanical Drawing	W. A. Cumming of Public Works Dept.	£7/10/-	1
Architectural Drawing	W. A. Cumming of Public Works Dept.		17
Carpentry and Joinery	Thomas May of Hackett Street, Ponsonby	£7/10/-	11
Wood-carving	J. W. Pooley of the Waitemata Sawmill Co.	£5	12
Plumbing	Thomas Leitch of Belmont Terrace, Remuera	£7/10/-	10
Algebra & Geometry	F. J. Ohlson	£3	5
Marbling and Graining	Thomas England of New North Road, Arch Hill	£5	8
			79

The secretary, J. H. Mackie, was retained in that position at a salary of £60 a year. The salaries of the instructors were increased by 50 per cent. for the third and fourth terms. In June, the Board applied to the trustees of the Auckland Savings Bank for a grant from the accrued funds at their disposal towards the erection of a building for the school, but the trustees replied that they had no power to alienate the funds of the Bank. In November, 1901, the Board decided to invite applications for the position of Director of the Technical School in the London *Times*, newspapers in Birmingham, Manchester and Glasgow, the New Zealand *Schoolmaster* and *Journal of Education* and in Sydney and Melbourne papers. J. R. Blair, chairman of the Wellington Board, and Arthur D. Riley, its director of technical instruction, advised the Auckland Board that it required "the services of a properly equipped man with tact and knowledge of the position and possibilities, and values of the various subjects, and with ample provision made for the future extension of the School, educators being slow to recognize that it is from this side that the great development of education both morally and materially is going to take place in the future".[1] In considering the applications the Board was assisted by Petrie, its chief inspector, Mitchell, the architect, and Hogben, and on 25 June, 1902, it authorized the appointment of George George. Four months later it notified J. H. Mackie that his engagement as secretary of the school would terminate on 31 December.

After being educated privately, George had entered the Merchant Venturers' Technical College, Bristol, in January, 1889. From then until July, 1891 he devoted himself chiefly to the study of engineering subjects and modern languages; he obtained first place on the engineering side of the college and was awarded the Colston Exhibition. In preparation for a teaching career he studied physics, mathematics, chemistry and biology during the next two years. From September, 1893 to November, 1896 when he was engaged as a part-time junior assistant master in the Boys' School of the Merchant Venturers' Technical College he continued the study of those subjects and during the

---

[1] J. R. Blair and A. D. Riley to V. E. Rice, 15 September, 1901.

1895-96 session took a special course in Honours Physics at University College, Bristol. In the autumn term of 1896 George joined the staff of Allan Glen's School, the Boys' School of the Glasgow and West of Scotland Technical College, where his experience extended over the first three years of the "School of Science" curriculum. In addition to his work at Allan Glen's School he was engaged during the 1898-99 session as Senior Lecturer in Chemistry at Hamilton Academy Technical School where he conducted advanced and honours chemistry classes for teachers on two evenings each week and on Saturday mornings. In August, 1899, he was selected as headmaster of the newly-built Sutherland Technical Institute, Longton, in Staffordshire. When the local Grammar School closed in September, 1900 the Corporation took it over to be worked as an adjunct to the Technical Institute and George was appointed headmaster of the Joint Municipal Institutions. He prepared a scheme whereby the Day and Evening work could be conducted by the same staff, it was adopted by the Technical Instruction Committee of the borough and in October, 1900 the Longton High School for Boys and Girls was opened. During his brief career as a teacher George revealed that he was an apt experimentalist and a good disciplinarian; under the English Board of Education he was qualified to teach chemistry, mathematics, metallurgy, theoretical and applied mechanics, machine construction, practical geometry, sound, light, heat, magnetism and electricity, botany, zoology, biology, agriculture, hygiene, and human physiology and physiography! He was possessed of high scholarship and was a Fellow of the Institute of Chemistry (1899), an Associate of Science of the Merchant Venturers' Technical College, Bristol, and a Fellow of the Chemical Society. He was an enthusiast in scientific work; he was the author of a text-book entitled *Practical Organic Chemistry;* and he designed several new pieces of apparatus for science classes.[1] Mrs George held Diplomas under the National Union in cookery, dress-making, needlework and laundry-work and had been a member of the staffs of the Schools of Domestic Science at Bath and at Gloucester. A further qualification which George possessed was his youth. He was only 28.

In selecting George, the Board had received advice from Hogben and from Dr William Garnett, secretary to the Technical Education Board of the London County Council. By an agreement dated 25 June he was appointed by the Board for a period of three years to be computed from the date of his arrival in Auckland. During that time he was to be paid a salary of £450 free from any deduction whatever. After the expiration of that period the Board was to be at liberty to re-engage him "upon a salary to be agreed upon"; the re-engagement was to be terminable by either party giving six months' notice. In a letter to George, Rice gave him some information about the district. "The Auckland Board," he said, "has under its control the largest education district of the colony, including the City of Auckland and an extent of country between 300 and 400 miles in length with a breadth of 180 miles in the widest part. The population of the whole district is 176,000: the population of the City of Auckland is about 70,000. It is an important seaport, and many manufactures are being carried on in it."[1] The Georges left England on 3 September, 1902 and arrived at Auckland by the *R.M.S. Ventura* from San Francisco on Tuesday, 14 October; the journey of six weeks cost them £172. Had they come via Sydney the cost would have been £140 although the journey would have occupied two months. The Board considered these two amounts and voted him £75 for expenses of the journey. Another way of expressing this decision — and it was the one used by the Board — was that George was granted his salary from the date of his embarkation in London; two months at a rate of £450 a year gave £75. George was introduced to the Board on 15 October.

---

[1] An outcome of the report of the Committee of the British Association in 1889 had been that in the teaching of elementary chemistry students performed many experiments which previously had been demonstrated only by the teacher.

---

[1] V. E. Rice to G. George, 25 June, 1902.

CHAPTER 20

THE ARMAMENT OF INDUSTRY

On his arrival in Auckland George found that classes in plumbing, carpentry and joinery, graining and marbling, freehand and model drawing, architectural drawing, machine drawing, and mathematics were being conducted in a former cabinet-making factory, deficient in lighting, ventilation, equipment and cleanliness. The classes in plumbing, carpentry and graining were entirely practical. "Technical education," said George, "embraces not only 'the know how' but 'the know why' as well."[1] George found 'the know how' in evidence, but 'the know why' had been lost sight of entirely. For several years there had been a complaint in England that in a large number of cases, the students who entered technical schools were unable to take full advantage of the opportunities offered there owing to a lack of knowledge of the ordinary subjects of the primary school. During the first few weeks after his arrival, therefore, George spent some time in visiting City and suburban schools. He found that very little work was being done in "Hand-and-Eye Training"; the causes of this neglect were due, he found, to the teachers not having had an opportunity of receiving any training in the work themselves, to the difficulty of obtaining material, and to the many formalities that had to be gone through with the Department before the classes could be recognized. All science teaching in Auckland was still confined to demonstration lessons by the teacher. He also discovered that there was no provision for the teaching of cookery and woodwork to the girls and boys respectively of the higher Standards. George suggested that centres for the teaching of cookery and woodwork should be provided at Richmond Road, Newton East, and Newmarket at which children of Standards V, VI and VII of all the City, and most of the suburban, schools could attend. The Board adopted the recommendations, plans and estimates were prepared, and the Department was asked to grant £2528 for buildings and equipment; George regarded the Department's decision to grant only £2292 as neither fair nor critical. "One of the greatest difficulties here," said George, "is the financial one. As a rule the people of New Zealand do not realize the importance of technical education, nor the fact that it costs money." This attitude of the Government to technical education, George continued to find, was more obvious in Auckland than elsewhere in New Zealand. From 1901 to 1911 inclusive, Auckland received a total grant of £5071 for building and equipment; this represented an amount of 11d per head of population. During the same time Wellington received £8899, a rate of 2/6 per head; Dunedin received £10,527, or 3/3 per head of population; Christchurch received £14,988, at 3/8 per head; Invercargill, with one-seventh the population of Auckland, received £873 more at a rate of 7/6 per head; Napier's grant of £6864 was at the rate of 11/8 per head; and Feilding, with a population only one-fifteenth the number of Auckland's received £2926 — more than half Auckland's sum — at a rate of 16/2 per head of population.

---

[1] *Report of the Director of Technical Education, Auckland* (27 February, 1903).

The technical school opened on 23 March, 1903, with the following departments and staff, —

Commercial Department: commercial arithmetic (Colin R. Munro), commercial geography, English composition, commercial correspondence, and précis writing (J. King Davis, M.A.), typewriting, shorthand and bookkeeping (John Payne), French (Mrs Armitage).

Domestic Department: dressmaking (Mrs Armitage).

Plumbing Department: principles of plumbing (Charles T. Haynes), practical plumbing (Thomas Leitch), freehand, model, and geometrical drawing (Ethel M. Baker), arithmetic and mensuration (C. R. Munro), physics and chemistry of plumbing (Robert J. Hamilton).

Building Trades Department: building construction and architectural drawing (William A. Cumming), carpentry and joinery (Thomas May), practical mathematics (Frederick J. Ohlson), freehand, model, and geometrical drawing (Miss Baker).

Mechanical Engineering Department: machine construction and drawing, and steam (Frank E. Powell), applied mechanics (R. J. Hamilton), practical mathematics (F. J. Ohlson), practical geometry (Miss Baker).

Electrical Engineering Department: magnetism and electricity, theoretical and practical (George George), practical mathematics (F. J. Ohlson), machine construction and drawing (F. E. Powell).

Painting and Decorating Department: painting and decorating (Thomas H. England), arithmetic and mensuration (C. R. Munro), freehand, model, and geometrical drawing (Miss Baker).

Cabinetmaking Department: cabinetmaking (Walter E. Burrow), arithmetic and mensuration (F. J. Ohlson), freehand, model, and geometrical drawing (Miss Baker), wood-carving (J. Walter Pooley).

The Governors, of course, were the Board of Education, with James Muir as chairman and Bagnall, Harris, Hobbs, Lambe, Luke, Mackay, McKenzie and Rutherford as members. The registrar was John Sale. The school was formally opened by Muir at a gathering in the Council Room of the Municipal Buildings. He reminded his listeners that the three R's had often been referred to as the fundamentals of education; but education, he said, was progressing and they now had brought prominently before them the three H's — the education of head, hand and heart. On the ground floor of the Rutland Street building were the director's office, a photographic dark room, storeroom, carpenters' workshop, plumber's workshop, and painters' and decorators' workshop; on the first floor were the cookery kitchen and lecture room, the commercial classroom, and ladies' lavatory; and on the top floor were the science lecture room, laboratory, mathematical classroom and men's lavatory. At the Wellesley Street school one room was fitted up for mechanical drawing, and a second room for applied art. During 1903 the number of individual students enrolled was 322; in 1904 the roll number reached 637. From that time there was a steady increase in spite of the unsuitable accommodation:

Year	No. of students
1905	791
1906	911
1907	1,150
1908	1,086
1909	1,319
1910	1,337
1911	1,354
1912	1,527

At the beginning of 1903 Dr Garnett was asked to select three teachers of cookery and three teachers of manual training in woodwork. The cookery teachers were expected to hold diplomas under the English Education Board or under the National Union for the Technical Education of Women in Domestic Science, and the woodwork teachers were expected to hold the final certificate in Manual Training in Woodwork of the City and Guilds of London Institute, and the engagement was to be for a period of at least three years. The Board hoped to take advantage of a special Shaw-Savill rate of £33 for a second-class passage for intending emigrants. The salaries offered were £130 a year for the cookery teachers and £170 for the woodwork teachers. Applications were informed that Auckland had one of the most beautiful harbours in the world, that it was noted for its lovely climate, and that it was an "up-to-date City, possessing a fine system of electric trams, Free Library, Museum, Art Gallery, two theatres, a University College, Grammar School, School of Art, Technical School, and many Primary Schools". They were also told that work under "The Manual and Technical Instruction Act, 1900" had only recently commenced "so that manual and technical education has not yet made much progress in New Zealand, and teachers coming out from England will have a fine field before them in this direction".[1] Garnett found it impossible to take advantage of shipping movements and at the same time keep within the Board's financial limits; he also had difficulty with married men who had been rash enough to take for granted that the Board would pay their wives' fares; illness, too, eliminated two of his chosen women. However, he ultimately despatched his party, all with the high qualification of coming from 'Home', and in June, 1903, Arthur D. Trendall, Edwin Howe, Walter T. Fossey,[2] Kate Twentyman, Millicent Warren and Iza W. U. Todd arrived in Auckland "anxious and fit to commence their work".[3] From March to July Mrs George acted as honorary instructor of cookery. The new provisions for teaching cookery and woodwork were better than any the new arrivals had seen in the United Kingdom. The Manual Training Centres at Newton East, Richmond Road, Ponsonby and Newmarket opened on Monday, 20 July. Later in the year John Henry, M.A., B.E., Chief Assistant Lecturer in Electrical Engineering at the Royal Technical Institute, Salford, was appointed as Science Master, and Harry Wallace, organizing instructor in Art and Hand and Eye Work for the Burslem School Board, Staffordshire, was engaged as a teacher for art subjects and hand and eye training.

---

[1] The advertisement appeared in *Nature*, *The Schoolmaster*, and *The County Council Times*.
[2] Fossey did not possess a Final Certificate in Woodwork of the City and Guilds of London Institute.
[3] G. George to the Board of Education, 30 June, 1903.

After 1900 Hand-and-Eye Work became part of the curriculum of a few of Auckland's schools. Brushwork and clay modelling were generally introduced but little progress was made because the teachers had received no training in this work and they had to rely on self-tuition. In March, 1904, it appeared that Wallace's time would not be fully occupied at the Technical School so Petrie recommended that he should be authorized to visit the schools and advise head teachers.

One of George's difficulties was the lack of well qualified teachers for subjects under the Manual and Technical Instruction Act. "The man in the street," he said, commenting on recent appointments, "never seems to realize the difference between a carpenter and a trained teacher of woodwork, and there arises a perfect howl of indignation when it is suggested that such a teacher should be imported from 'Home' or elsewhere." At a meeting held in the Oddfellows' Hall, Cook Street, on 11 February, 1903, the Auckland Electoral Branch of the Liberal and Labour Federation of New Zealand, for example, carried a resolution regretting George's suggestion to appoint manual and cookery instructors from the Home Country on the ground that competent instructors could not be obtained in New Zealand.[1] Later, in August, 1905, the Auckland Trades and Labour Council also condemned the Education Board's importation of instructors "while men living in the Colony and possessing the highest credentials from the Old Country and this Colony were passed over".[2] In July, 1905, George had persuaded the Board to authorize the appointments of men and women chosen by Garnett in London. Francis C. J. Cockburn of the Halifax Higher Grade School was to be a teacher of art and handwork for country districts, Joseph E. Dangerfield of Northampton Polytechnic was appointed to give woodwork instruction at Thames Manual Training School, David Grant, Woodwork Instructor at the Mowlem Street School, London, received a similar appointment to Whangarei, and Beatrice Maud Wallden, Cookery Instructor at St John's and St Agnes' Schools, Kennington, London, and Joan Sutherland-Smith, Cooking Instructor to the Rugby School Board, were offered instructorships in cookery at Thames and Whangarei Manual Training Schools respectively. In October, 1906, Garnett was asked to engage an assistant director, science master, woodwork instructor, and an instructor in painting and decorating. In March, 1908, C. C. Allen, chief instructor in mechanical engineering, H. H. Morgan, instructor in practical mathematics and science, Miss M. H. Cook, instructor in commercial subjects, and Miss A. Turner, instructor in cookery for Ponsonby, all from England, took up their Auckland appointments. Staffing the school was not the greatest problem which George had to solve. So many were the frustrations and disappointments that a less enthusiastic man would have escaped from the struggle.

---

[1] T. Harle Giles, Secretary, to the Board of Education, 5 March, 1903.
[2] Arthur Rosser, Secretary, to the Board of Education, 15 August, 1905.

When George and the Board decided that a Diploma of the Auckland Technical School should be granted to those students who successfully passed the four years' course in cabinetmaking, carpentry and joinery, commerce, electrical engineering, mechanical engineering, painting and decorating, and plumbing, the Department refused to accept the certificates of the Board. Teachers were compelled to sit for the City and Guilds of London examinations which were recognized by the Department. This meant that in woodwork Hogben refused to accept an award which had entailed a comprehensive study of New Zealand timbers and preferred to accept one which could be obtained without any study of the timbers of the colony. George felt that the Arbitration Act had retarded the progress of technical education in New Zealand. The public were compelled to pay a certain minimum wage to a workman of a particular trade, but there was no guarantee that the workman employed was a skilled artisan. After spending a considerable amount of time on this matter George found that in most cases the minimum wage was also the maximum; this meant that the best workmen received no better pay than their less skilled colleagues. There was thus little encouragement either for an inferior workman to improve himself or for one who was thoroughly skilled to put forth his best efforts. As soon as he took up his directorship — from July, 1903 he was designated Director of Technical Education for the Auckland Education District — George found a lack of sound elementary education on the part of the majority of the students entering the school. The 35 students who studied magnetism and electricity during 1903 were slow to see the necessity of writing up an account of the experiments they had performed and their knowledge of arithmetic and composition was very poor. Drawing throughout the school was unsatisfactory because of a lack of early training in the subject. He believed that the deficiency in elementary education was due to the overcrowding of the school syllabus and to the lack of trained teachers. George urged the necessity of a Higher Grade School which pupils could attend until they were at least 16 years of age, where the instruction would be of a practical character and which would form a step between the primary and secondary schools. During 1906 day classes commenced with 83 pupils. The science course was designed to provide a practical education for boys who, at the end of two years, could either become apprentices and continue their studies at the evening classes or take up a specialized technical course in the evening classes. The two-years' commercial course was intended to provide a preliminary commercial training for boys and girls who had just completed their primary schooling. George called this organization "a preparatory trade school". The science and technology course included English composition and literature, practical mathematics, handwriting and commercial correspondence, practical geometry, mechanical drawing, theory and practice of chemistry, theory and practice of physics, woodwork, metalwork, military drill and marksmanship. A special commercial course was introduced for boys and girls aged at least 16 years who had received a secondary education and wished to qualify as shorthand-typists, bookkeepers, and secretaries. There were, too, continuation classes to enable pupils who had left the primary school without passing the Sixth Standard to attend and improve their education before entering the technical classes. At the beginning of 1905 it had been decided not to admit pupils who had not passed the Sixth Standard unless they were over the age of 21 years; continuation classes provided those not admitted to technical classes with the opportunity of making good their educational deficiencies.

Because of the large increase in the number of applications for the recognition of classes and because of George's unrivalled technical knowledge, the Board, in February, 1904, decided to recognize him as an inspector under the Manual and Technical Instruction Act for the sole purpose of signing the necessary forms of application under that Act. At the Board's request George had visited Thames, Paeroa, Waihi, Hamilton, and Cambridge, with the object of finding out what was possible in the way of establishing in those places manual training in the primary schools, evening technical classes in those subjects most suitable for each place, and the accommodation in the district high schools for carrying out practical work in physics and chemistry. The visits were made in October, 1903, and George was accompanied by John Mitchell one of the Board's architects. In each place visited, George laid particular stress upon the fact that the Board had no funds at its disposal for carrying out either manual training or technical education, and that whilst the Board was most anxious to do all in its power to further the developments of these important branches of education it had to depend entirely upon special grants for the purpose from the Education Department. At Thames, he met the Committees of the Waiokaraka, Kauaeranga, Parawai, and Tararu Schools. As a result of these conferences a meeting of the combined School Committees was held on 21 October, when it was decided to ask the Board of Education to establish a Technical and Manual Training School at Thames. George suggested that the Department should be asked to provide a Manual Training School for the Thames similar to the three which had already been established in Auckland. In February, 1904, the Kauaeranga School Committee wrote to George on the matter of technical and continuation classes, and in the following month it decided to make an application through the Board to the Minister for the recognition of classes, and to give the use of the school buildings free of charge. Its technical class sub-committee consisted of John McDonald, John E. Ensoll, E. J. Milnes, J. L. Walton and the headmaster, W. H. P. Marsdon. At first the Committee considered it advisable to deal with commercial subjects in particular; but in due time the Education Department sanctioned the formation of classes in English literature (Miss Lena Gibbons and Marsdon) and commercial correspondence (W. Hammond, assistant at Kauaeranga school), practical mathematics (Miss Ellen Renshaw), shorthand (Miss Elizabeth Wilcox), commercial arithmetic (Miss Renshaw), typewriting (Miss Wilcox), commercial geography (Marsdon), bookkeeping (Miss Wilcox), and singing (John

Grigg); work commenced for over 80 students in the middle of April. Pupils or ex-pupils of primary schools who held Sixth Standard certificates, and all who qualified for National Scholarships, were entitled to free tuition, being awarded technical scholarships by the Education Department, provided they attended the class in commercial correspondence and English literature. Fees for those who were not qualified for free tuition were fixed at 10/6 per term of 15 weeks. George was sure that some very useful work in technical education could be done in Thames by co-operation between the School of Mines and a Manual Training School. His chief object in visiting Paeroa was to superintend the fitting-up of a room as a laboratory for physics and chemistry for the district high school pupils. He had an interview with the School Committee and discussed with them manual training and technical education. The Committee felt that in the future, Paeroa would become an important agricultural centre. Waihi had a district high school in which there was no provision for practical science teaching. The room that was being used for district high school purposes was in a very dilapidated condition and quite unfit for such use. The members of the Waihi School Committee seemed anxious that when provision was made for a new building for district high school purposes it should be large enough to accommodate classes in cookery and woodwork. George visited both the Hamilton East and West schools. The West school was badly overcrowded and needed accommodation for high school pupils. At a public meeting, at which members of both School Committees and the Borough Council were present, George suggested that, in view of Hamilton requiring some provision for technical education and manual training, it would be advisable to erect one central school which would serve the purposes of primary school, district high school, manual training school, and technical school, for Hamilton and district. He also suggested that the central site should be given by the Borough Council, so that a capitation grant of £ for £ of its value could be obtained from the Government. At Cambridge he conferred with the School Committee on matters relating to technical education and manual training, and they were unanimously of the opinion that it was desirable to provide accommodation for classes in manual training at the Cambridge School. A small Committee was formed to deal with the matter, and it was resolved that Mr Thomas Wells should visit one of the Auckland Centres and report the result of his visit to the Committee. Wells paid a visit to the Newton Manual Training School, and expressed himself delighted with what he saw. Thus George had visited schools of various sizes in the City and suburbs of Auckland, at the Thames, and in the Waikato, Northern Wairoa and Whangarei districts; he had made himself well-acquainted with the needs of particular schools, no one was so fully qualified to appraise the value of the different courses of handwork as part of the general curriculum of instruction, and no one had a better knowledge than George of the qualifications of the teachers to give instruction in handwork. But Hogben did not believe that George could have had sufficient knowledge of the conditions obtaining at the several schools and insisted that under Clauses 1 to 27 of the Regulations[1] the application forms for recognition of classes had to be signed by a school inspector — even though that inspector had not personally visited all the schools included in the application.

In the meantime the persuasive George had convinced the Board that it would facilitate administration if he were permitted to communicate directly with the Education Department on all matters relating to "The Manual and Technical Instruction Act, 1900" and to conduct all the correspondence relating to technical and manual instruction. He even drafted the letter for Rice to send to Hogben.[2] The question of the Wellington Director for Technical Instruction communicating directly with the Education Department had been discussed in 1896 and had been brought about by the fact that the correspondence was of a technical nature and called for specialized knowledge not possessed by the secretary of the Board. The Wellington Board then had decided, with the approval of Habens, that Riley should be acknowledged as the Board's executive officer for all matters relating to manual and technical instruction; he conducted such correspondence as related solely to the general working of the Wellington Technical School and acted as secretary to the Technical Committee of the Board. A separation took place in February, 1903 when Riley became Secretary and Director under a Board of Technical Education which consisted of three members of the Education Board, four from the City Council, and one representative of the Industrial Association. The Board was still the controlling authority since its secretary signed all returns and received all Government payments before handing them over to the Technical Board. Hogben explained to the Auckland Board that formal matters such as applications for the recognition of classes and for grants and claims for capitation had to be dealt with by the secretary of the controlling authority and George subsided temporarily.

In September, 1904, the Board received a deputation of G. L. Peacocke, R. Dick and Edwin Hall from the Auckland Agricultural Association and, following a discussion on agricultural education, appointed a committee comprising Luke, Hobbs, and George to consider the question. The influence of George was unmistakable. The committee's first suggestion was that the Board advertise in Canada and the United Kingdom for an instructor for teachers and that the selection be made by Professor James W. Robertson, the Canadian Commissioner of Agriculture in Ottawa. The second suggestion made by the Board's committee referred to the consolidation of schools. The Board was asked that whenever an application for a new school was received it would give careful consideration to the feasibility of adding to the nearest convenient school and transporting the pupils there by van, instead of building a new separate school. Consolidation, the committee explained, had been a success in Cornwall, Devon, Gloucester and Cheshire, in Massachusetts and twenty-four other States of the American Union, and in Nova Scotia, New Brunswick and Ontario; it had made rural education less expensive, the instruction had been improved, country and town children were brought together, higher branches of study were taught, salaries were higher, attendance was larger, and the health of the pupils was preserved because they arrived at school dry-shod and in dry clothes. On this consolidation scheme Hogben said, "I do not think we are yet prepared for such a radical change, although it has much to recommend it."[1] Under the old syllabus a definite course of instruction in elementary agriculture was authorized by the Board, and was taught in nearly all rural schools. This course, originally recommended to the Board by some of the professors of the Auckland University College, was modified and made more definite; but from its inception it was too extensive and theoretical, and it demanded a knowledge of elementary chemistry that could not be imparted adequately in elementary schools. The new syllabus contained suggestions for a partial course of elementary science for country schools, designed apparently for the Fourth Standard level, with a recommendation that this partial course should be continued in the higher standard classes in conjunction with practical work in cottage gardening. It was explained further that the courses for cottage gardening and elementary agriculture for classes under the Manual and Technical Instruction Act would serve as guides for what was intended in that respect. But while the courses remained unpublished the guidance was not available. Revised regulations under the Manual and Technical Instruction Act were issued in April, 1905.[2] Cottage gardening was no longer included among the subjects for which a capitation grant would be paid, elementary agriculture having taken its place. An initial payment of 10/- per head up to £7/10/- was made on the first recognition of the class, and in addition 2/6 a year was paid for each unit of the average attendance of the class, provided that the instruction was given regularly for not less than one hour a week throughout the school year. Petrie realized that in order to make the teaching of elementary agriculture reasonably efficient a definite course of lessons, both theoretical and practical, would be required. Many teachers were unwilling to enter, with little expert guidance, on a course of practical work. To meet their needs Petrie recommended, and the Board approved, the use of Watts and Freeman's *Nature Teaching based upon the General Principles of Agriculture for the Use of Schools* and in October, 1905, he submitted a detailed scheme of instruction in agricultural knowledge founded on this book. His *Studies in Agricultural Knowledge,* a three years' course, was published in February, 1906, and issued to teachers by authority of the Board. In schools where these studies were made, one hour a week was given to lessons and half of the whole time was devoted to practical work. The grant earned under the Regulations for Manual and Technical Instruction was used in most cases to provide tools, apparatus and manures. To earn this capitation grant head teachers had to apply through George for recognition of their classes as "School Classes" in elementary agriculture. Petrie did not think it desirable to burden the available funds with the cost of the services of an expert; such an appointment could wait, he said, until the Training College was in operation. He expected one member of the College staff to be an expert in teaching elementary agriculture. In March, 1906, however, Vincent W. Jackson, B.A. of Ontario Agricultural College, Guelph, was appointed Instructor in Agriculture (Nature Study) to the Board. Although he was not on the staff of the Training College he gave courses there as required by regulations. George and Jackson encouraged nature study in the schools by making awards for photographs, schemes of work, improvements in grounds, drawings of apples, plums, blossoms and grasses, and essays recounting how little children discovered for themselves something about plants, plant foods, milk, clover, beans and root-nodules, and the habits of the peach-tree borer and codlin-moth. Like Harry Wallace and Francis C. J. Cockburn, Jackson also conducted summer schools for country teachers.[1]

---

[1] See *The New Zealand Gazette,* 19 January, 1901 and 17 February, 1902.
[2] 22 August, 1903.

---

[1] Address to the Hawkes Bay branch of the Farmers' Union.
[2] *New Zealand Gazette,* 20 April, 1905.

Encouraged by the success of the Wanganui Summer School of January, 1902, and prompted by several individual teachers, the Auckland Board had conducted its first Summer School for teachers from 20 to 30 January, 1903, at the Choral Hall. There was no school on 29 January on account of the Anniversary Regatta, Auckland's aquatic carnival that had been inaugurated in 1850. The committee of management of the school consisted of Muir, Rice, George, J. C. Dickinson, A. S. Webber, R. B. Heriot, T. U. Wells, and Norman R. McKenzie of Kohukohu who acted as its honorary secretary. The fee was 10 shillings and teachers were informed that attendance would be added to their records of qualifications. Petrie and Mulgan lectured on nature study in primary schools, F. Potter, professor of physical culture, gave physical drill with wands, clubs and dumb-bells. George gave a demonstration of glass-blowing and glass-bending before proceeding to lecture upon "The heuristic teaching of science in primary schools"; "he showed how beautifully this method might be adapted to discovering the properties of hydrogen"! By the heuristic method of teaching, children were led to discover scientific principles; they discovered or invented rather than received all information directly from the teacher. The most important parts of the school were the lectures and class work in kindergarten and the practice in brushwork in primary schools given by Miss Eva Hooper, organizer in kindergarten training for Victorian teachers. Rice was invited by the teachers to give a short organ recital before the school closed but he made the reply that he did not consider that an organ recital was in any sense connected with the objects of a Summer School and therefore could not comply with the request! It was necessary to exclude all city and suburban teachers from the practical kindergarten classes in favour of country mistresses and sole teachers. The Summer School committee suggested that it should take advantage of Miss Hooper's presence and employ her for a further period; she was engaged accordingly for 12 weeks at 6 guineas a week. Of the mistresses and assistants who attended her classes in brushwork and paper-and-card work she regarded Miss M. Nicholson "by far the best" and had nothing but praise for her work in all its aspects. "As for the majority of those attending the classes," said Miss Hooper, "they were trebly handicapped: first, by having to attend the classes after school hours when they were already tired; secondly, on account of the shortness of the time at my disposal much of the work had to be done at home in time crowded already; thirdly, by the apparent entire absence of early training in handwork or anything requiring precision." In addition to conducting classes at the Wellesley Street school she paid visits to schools. In them she found that half-an-hour was the usual length of an infant room lesson; children could not keep their attention fixed upon one subject for so long and consequently half of each lesson was wasted. Nearly half of the hours of instruction each week were devoted to reading and writing. There was a deplorable lack of real arithmetical teaching; she found the children lacking in power to apply their knowledge except in a few cases where the monotonous counting chant had been reduced to a minimum; very few schools provided the children with any concrete material other than a ball-frame, "thus setting at nought the undoubted truth that we learn through doing". "Let me express my conviction," said Miss Hooper, "that a Training College for teachers, with a Practising School attached, is very badly needed in this district. By this I mean a College in which teachers will be taught the science and art of teaching, and in which this will take the premier position, not a place to which young teachers will go to pursue their academic studies."

---

[1] Jackson returned to Canada at the end of his 3 years' engagement. At George's suggestion he wrote a book *Studies in Elementary Agriculture* (with a chapter on bee-keeping by W. Green, headmaster of the Pakuranga school) for the use of teachers.

Between 18 June and 15 September, 1906, classes in nature study and elementary agriculture were held at Cambridge and Hamilton and from 1 October to 18 December at Whangarei. Without authority George issued pretentious diplomas to 40 Whangarei and Hikurangi teachers and to 31 Cambridge and Hamilton teachers and pupil teachers. These documents appeared to be issued by a "Teachers' Training Branch" of the Auckland Technical School and certified that the holders were qualified to teach nature study and elementary agriculture in Auckland public schools. The Chairman, Bagnall, by signing them unwittingly and without noticing their contents, placed himself in a somewhat ludicrous position. The form of certificate was amended and merely indicated that the holder had attended a class and had passed an examination.

It was not sufficient that George and the Board should approve of the courses given in millinery, cookery, photography, anatomy of the foot, and practical horse-shoeing; Hogben also had to approve them. H. Dryland was recognized as Auckland's most competent smith; for many years he had acted as foreman smith for Messrs Cousins and Atkins, the largest coach builders in Auckland. H. Kinlock was a master shoeing smith at Mt Eden and farrier to the Auckland Agricultural Association; he was also farriery sergeant to the Seddon Horse, C. Company, A.M.R. E. Tourret was a draughtsman and photographer with Tonson Garlick Co. of Auckland. Miss A. Campbell and Madame M. Westgarth were both conducting highly successful businesses and classes in dressmaking and millinery respectively. G. Spencer had been at one time a chemist in Tauranga; he had started wet plate photography in 1871; for three years he had been a photographer in Dunedin; in Auckland for several years he had been carrying on press work, line and half-tone work, collotype, and carbon work. These instructors — and many more — were well-known to the Board and there was no possibility of George hazarding the fate of technical education by employing incompetent men and women. Yet, according to regulations, Hogben's remote judgment had to be given in all cases. Compliance with Departmental regulations [1] was, to George, something of a Star Chamber matter. When the Board applied in December, 1904 for a grant of £200 to build a machine shop and smithy adjoining the Wellesley Street school Hogben required to be assured that steps had been taken to ascertain the number of pupils who would attend a class in farriery. As if he were usually incapable of responsible adult action George had to make an explanation that there were 52 master smiths in Auckland, that a number of them along with the local Government Veterinary Surgeon had agreed that a class in farriery would supply a long-felt want, and that for two years a large number of smiths had enquired for instruction in horse-shoeing. The sum at stake was £21/15/-, made up of 10 sets of farriers' tools at £2/3/6 a set. In October, 1903, George suggested renting an additional building at £100 a year for temporary accommodation for machine shop, forge room and carpenters' and cabinetmakers' workshop. Negotiations could not take place until it was known whether the Department would grant the requirements. E. C. Isaac, technical inspector, inspected one building and took full particulars regarding it. But nothing was heard from the Department and it was found impossible to provide machine shop and forge room equipment for the work of 1904. In February, 1904, George suggested that the Department give its authority for the Board to rent an available building (60′ x 30′) in Rutland Street at a rent of £78 a year. But the Department required the name of the owner of the building and a plan of the structure. Before that could be done the building was no longer available. Nevertheless Hogben refused to authorize the Board to rent a suitable building even at a fixed maximum rent. George considered provision for drawing at each woodwork centre to be indispensable. Hogben, however, said it was not necessary and that a room measuring 44 feet by 26 feet would provide ample accommodation for 30 pupils. George knew that the width of carpenters' benches was never more than 2 feet 9 inches; he knew that the width which had been found most suitable in English and Continental schools was 2 feet 3 inches and that was the size he suggested. But the Hogben figure was 3 feet. With the expert help of his wife, George planned the cookery rooms; Hogben condemned them and destroyed George's provision for a good system of lighting for no other reason than that he wanted to secure uniformity in the lengths of the woodwork and cookery rooms. When Isaac had visited Auckland he had informed George that the Department would allow for every 24 pupils a sum of £1/3/8 for a set of tools for each individual and £20 for tools for general use. At that rate the amount for Hogben's number of 30 should have been £60/10/- but Hogben allowed only £54 and deleted squares and compasses from the apparatus which the Department should supply. In general, the Board found transactions with the Department unsatisfactory.

---

[1] In this particular case, Regulation No. 1; see *New Zealand Gazette* 17 February, 1902. See also Section 11 of the "Manual and Technical Instruction Act, 1900".

To Board members their labours and wounds must often have appeared vain. They recognized the right of the Government to satisfy itself on the merits of each application for building grants. But when the fullest details had been supplied, it seemed only fair to them that a definite answer should have been given with the least possible delay. In July, 1904, for example, the Board applied to the Department for a grant of £820 to erect a building at Whangarei for Manual and Technical Classes. Not until April, 1905, was the Board informed that a grant of £500 had been approved. The Board sometimes found itself in a dilemma. It had either to withhold the means of primary education which the State professedly afforded to all alike, or else, when an inspector — after a visit to the district — had recommended the immediate building or enlargement of a school, to go on with the work, trusting to the Government for a re-imbursement of the cost. In some instances the Board had adopted the second course, but without obtaining from the Government a refund of the outlay. The Board considered that while it was entrusted with the local administration of primary education, its administrative power ought not to have been limited to spending that portion of the Grant which was allocated for repairs and maintenance only.

A few apprehensive headmasters did not show much sympathy with manual instruction. Their school management was severely disrupted. Boys attended the Centre at the same hour and day each week; but in the case of girls, the times of alternate weeks sometimes differed. This inconvenience arose because the regulations of the Department allowed only 20 girls at a practice class, whilst 60 could be present at a demonstration, and as a demonstration lesson one week was followed by a practice the next week, the timetable had to be different on alternate weeks. In the case of woodwork, there was no division into practice and demonstration lessons. Further, according to the regulations, only 24 boys could be taken in woodwork, by one teacher, at one time. But in order to give as many boys as possible the opportunity of attending, the Board provided accommodation for 30 pupils at a time. Because of that arrangement the class teacher of the boys accompanied them to the Centre and acted throughout the lesson as an assistant teacher. The regulations under "The Manual and Technical Instruction Act, 1900" required pupils in Standards V and VI to give two hours a week to woodwork and an hour and a half to cookery if grants in aid of that teaching were to be earned. But headmasters complained that in some instances their classes were disturbed and broken during five hours in the week. Not all teachers agreed with the Board — and Petrie — that there was wisdom in authorizing the substitution of woodwork or cookery for the class-subject history in order to prevent overcrowding of the syllabus. George easily persuaded the Board that cookery and woodwork should be made optional subjects for Junior District Scholarships.[1] The inspectors, on the other hand, supposed that the object of the scholarship examination was the discovery of young persons of superior mental ability "with a view to securing for them the advantages of a more advanced and complete training".[2] "Now," said Petrie, "it is generally allowed that dull children acquit themselves as creditably at handwork subjects as their most gifted classmates; and it is often urged that the success dullards can achieve in this work proves a stimulus to them in their other studies, by strengthening their self-respect and giving them more confidence in their own powers. If these claims are well founded it seems evident that success in handwork affords no real criterion of the superior mental ability, which we wish Scholarship winners to possess." At length, a compromise was effected and the Board sought to make regular attendance at woodwork or cookery compulsory for Junior District Scholarship candidates. The Minister — Seddon — declined to approve the proposal. Tibbs of the Grammar School deplored the assault made on the school curriculum by the Georgian-inspired introduction of manual training, the time consumed by it, and the educational principles which were supposed to underlie its inclusion. "A real danger," he said, "to the generous system of education which has been inaugurated in this country is to be found in the persistent plausibility of the claims of so-called practical education and in the extravagant demands which it makes on the public purse. It is a cry that would make education appeal to man's lowest instinct, which is to earn his daily bread with the least possible effort, instead of fulfilling its proper function, which is to train and stimulate his highest aspirations. By offering a boy a respite from the intellectual effort which is needed for the pursuit of studies, which it calls unremunerative and dry-as-dust, and by substituting for it an amateurish facility in some handicraft, it bribes him into forgetting that he is the son of an Empire in which the aristocracy of talent is ever being recruited from beneath. It denies him an acquaintance with the Latin language, which is the key that unlocks the stores of wisdom and experience of the ancient world; it withholds from him those scientific principles underlying the newer knowledge of man and his environment which is the glory of the modern age. And it does this, in spite of the fact that Scotland and Germany, the two most practical countries of Western Europe, are still those that cling most tenaciously to a sound classical and scientific education. It sometimes seems as if ours were a people 'which say to the seers, Prophesy not unto us right things, speak unto us smooth things'."[3]

In June, 1905 the Board authorized the re-engagement of George from 1 July with a salary of £600 a year; no new contract in writing was made. A year later the Board approved the recommendation of its finance committee that if the Manual and Technical Account should be in credit at the following 31 December then a sum of £100 should be paid to George "as an addition to his salary". But George asked the

---

[1] For Regulations relating to Junior and Senior Technical Scholarships see *New Zealand Gazette*, 18 June, 1903.
[2] D. Petrie to V. E. Rice, 30 July, 1904.
[3] *Headmaster's Report*, December, 1908.

Board to rescind its resolution as he would not agree to accept the principle involved. Its action, he said, was unprecedented in the history of educational administration.

The Board's financial worries were alleviated somewhat in 1906. In that year technical education in Auckland received a fillip through the generosity of the trustees of the Auckland Savings Bank. Richard Hobbs, who had resigned from the Education Board in September, 1905, was then vice-president of the trustees![1] At a meeting on 2 May he moved, "That legislative authority be obtained to enable the Trustees to make a special grant of £10,000 for the purpose of assisting the Auckland Education Board in erecting a suitable building for carrying on the work of the Technical School." After making provision for all liabilities the Bank had a surplus of £50,000 but Hobbs' move was opposed by Thomas Ching, Thomas Peacock, William S. Cochrane and the former Board member J. H. Upton. Fortunately for the development of technical education Hobbs was supported by Thomas Thompson, Robert Hall, James Hardie, Archibald Clements, James J. Holland, John M. Shera, James M. Lennox, William H. Smith, Alfred Kidd, Charles B. Stone, Sir Edwin Mitchelson, John Reid, Sir Henry Brett and Seymour T. George. "The Auckland Savings-bank Educational Special Donation Act, 1906" accordingly authorized the trustees to make the special donation out of its accumulated profits to the Education Board to assist in the erection of a suitable building for carrying out the work of the Technical College in the City of Auckland. This sum and another of about £3000 subscribed locally were subsidized pound for pound by the Government.

In March, 1907 the Board reconsidered George's salary but did not increase it beyond the rate of £600 a year. It voted him a bonus of £100 in recognition of his work during the preceding year. In August, George applied to the Board for leave of absence on full pay for a period of eight months in 1908 so that he could visit Canada, America and Europe "in order to put myself in touch with the latest educational developments in these countries". The Board granted him leave for six months; but from New York he applied for an extension in order to attend an International Art Congress in London in August and the Board agreed. In a note to Rice, George said, "You will be interested to learn that judged by American standards, education in Auckland is not so terribly antiquated." Except when he was travelling or was laid up by illness George apparently spent his whole time in visiting schools and interviewing "educationalists". He gave "a considerable amount of thought to the subject of needlework" and since there was obviously no one in New Zealand qualified, George suggested that the Board authorize him to appoint an instructor in England. The proposal was deprecated by the Auckland Headmasters' Association and by the lady teachers of the N.Z.E.I.; Petrie, too, opposed it; and the Board informed George to desist. During his absence George P. Darnell-Smith acted as Assistant-Director of Technical Education and Manual Training. He had been in the service of the Board since April, 1907. During the 1907 Session he acted as headmaster and lecturer in chemistry to the secondary day school of the college, which at that time numbered over 120 boys and girls. He also gave instruction in hygiene and physiology to teachers who attended evening classes. While George was in England, his agent, Garnett, received from the Board "a beautiful and most interesting picture by Mr Goldie".[1] There were features in Goldie's technique which were "very charming and very uncommon in portrait painting" which, in Garnett's opinion, "added very greatly to the interest and value of the portrait".[2] In November the Board welcomed George back to Auckland, passed a special resolution in appreciation of the services rendered by Darnell-Smith,[3] and authorized the publication of an advertisement in England for a woodwork instructor for Whangarei.

---

[1] He was virtually president since at that time the office of president was held nominally by the Governor.

At the end of 1908, Mitchell, the architect, furnished the Board with plans and specifications of a five storied ferro-concrete building for the College at an estimated cost of £40,609, or with certain modifications, £31,447. The Board was dissatisfied with the estimates because they were so much in excess of the £24,000 stated in the Board's letter of instructions to the architect. Several alternative schemes were submitted for tender but none of the tenders came within the amount of money available, the lowest tender for a complete five-storied concrete building being £40,500. Fresh tenders were invited for three stories only for the front portion. On 12 May, 1909, the tender of Stanley Jeffreys for the erection of the College building at the lowest price of £20,889/10/- was accepted by the Board. The foundation stone of the Auckland Technical College was laid by Baron Plunket on 17 August, 1909.[4] During the previous night a destructive fire had completely gutted Arthur M. Myers' four-storey building in Queen Street known as the Strand Arcade. It would appear that a Glaswegian influence had been at work when the inscription on the foundation stone of the college was being considered. Perhaps it was George George, visualizing a second Glasgow and West of Scotland Technical School, who suggested using the motto, "Let Auckland Flourish". Plunket delivered the main address at the ceremony. "The country which neglects to equip its workmen," he said, "with the armament of industry — technical education — will surely be defeated, and become a decaying nation." The building of the college was marred by disputes with the architect and with the contractor and progress was extremely slow. The Board had to wait until 4 June, 1913 for James Allen, Minister of Education, to open the Seddon Memorial Technical College. "All over the world," said George, "large sums are being spent for technical schools, because it is found that they 'pay'. The work that has been done in Auckland in the Technical College during the past ten years under such wretched conditions as do not prevail in any other town in the world, shows that we have now material here of a very high quality, and there is no doubt whatever that the provision of a fully-equipped Technical College in Auckland will mean one of the best investments that has ever been made for its citizens."

---

[1] Charles Frederick Goldie, the son of David Goldie.

[2] W. Garnett to V. E. Rice, 8 May, 1908.

[3] Darnell-Smith resigned in March, 1909 to take up the position of Assistant Microbiologist in the Bureau of Microbiology, Sydney.

[4] Plunket was Governor of New Zealand from 20 June, 1904 to 8 June, 1910.

CHAPTER 21

REMEMBER SUCH THINGS WERE

1901

Queen Victoria died at Osborne on 22 January and Lord Ranfurly invited all ministers of religion and all congregations to hold solemn services of public worship and mourning. An extraordinary issue of *The New Zealand Gazette* on 28 January proclaimed Edward the Seventh, by the Grace of God, Supreme Lord in and over the Colony of New Zealand and its dependencies. According to a census taken for the night of Sunday, 31 March, the population of New Zealand was 772,719 and that of Auckland Province 175,938. "The New Zealand Ensign Act, 1901" established and defined an ensign for New Zealand. In the same year the Auckland inspectors sat in conference and applied themselves to the question of fixing dates on which flags in public schools were to be hoisted and saluted. Their recommendations to the Board were, — 3 January — Commonwealth Day, 29 January — Anniversary Day, 5 February — Treaty of Waitangi, 17 March — St Patrick's Day, 23 April — St George's Day, 24 May — Victoria Day, 15 June — Magna Carta, 1 July — Dominion Day, 28 August — Slavery abolished in British possessions, 12 October — Columbus discovered the New World, 21 October — sailing of first contingent for South Africa, and the Battle of Trafalgar, 22 October — Captain Cook landed in New Zealand, 9 November — the King's Birthday, 30 November — St Andrew's Day, and 13 December — Abel Tasman discovered New Zealand. The Board accepted this list and inspired by patriotic sentiment, it added 3 June, the birthday of H.R.H. the Duke of Cornwall and York. School Committees and head teachers were instructed accordingly although many of the dates chosen fell on public holidays when it would have been extremely inconvenient and of little educative value to the scholars to have had the flag hoisted. Auckland teachers and children — as well as the general public — were particularly interested in the Duke of York. George Frederick Ernest Albert, the second son of Edward VII, had become heir apparent on the death of the Duke of Clarence in 1892; in the same year he had been created Duke of York, and in 1893 he had married his second cousin Princess Victoria Mary of Teck, a great-granddaughter of George III. On 16 March, 1901, the Duke and Duchess left Portsmouth in the Royal Yacht *Ophir* bound for Melbourne, where, on 9 May at the Exhibition Building, the Duke formally opened

Australia's first Federal Parliament. On Tuesday, 11 June, they landed at Auckland. The feature of the procession from the wharf to Government House by way of Queen Street, Wellesley Street East and Princes Street was the living Union Jack comprising about 2500 children from the public schools. At a function at Government House the mayor for the occasion, John Logan Campbell[1] presented to His Royal Highness the title deeds and plans of the One Tree Hill estate — thenceforth to be known as Cornwall Park. Before he left for Rotorua the Duke laid the foundation stone of the Queen Victoria School for Maori Girls at Glanville Terrace, Parnell. The Duke arrived back in the Solent on 31 October and on 8 November, Edward VII marked his son's homecoming by creating him Prince of Wales and Earl of Chester, and the Corporation of the City of London invited the Prince and Princess to a *déjeuner* in the Guildhall on 5 December. In his address, the Prince spoke of the "British Dominions Beyond the Seas" which they had visited. "New Zealand," he said, "afforded us a striking example of a vigorous, independent and prosperous people, living in the full enjoyment of free and liberal institutions, and where many interesting social experiments are being put to the test of experience."

The newly-formed School Cadet Corps had taken part in the royal reception in Auckland and had impressed everyone by its drill and bearing. The school cadet movement actually had its beginning at the end of 1891 when Habens informed the Board that Major F. Y. Goring, the Officer Commanding the Auckland District had authority to provide instruction in military drill for boys attending schools in the city and suburbs of Auckland. Nothing systematic was done until the middle of 1894 when Goring returned from a visit to England. Instead of sending half a dozen men from Fort Takapuna to certain schools two or three times a week, he ordered Bombardier Reed of the Garrison Artillery to give daily drill according to a time-table. Goring called a parade on the Queen's Birthday, 1895, of the children who were receiving military drill. He wanted to show the boys how companies worked together and so successful was the occasion that he asked the Board if there could be a parade on one afternoon each month. One of his objects, he said, was to have the boys under discipline and so abate the larrikin nuisance. The Board, on 1 September, 1900, appointed Captain John Grant to the position of Drill Instructor at £200 a year and travelling expenses. His teaching qualifications, he said, were military knowledge, patience, aptitude and tact. His duties were to organize and form Companies, to give instruction in Company and Battalion Drill, and in manual and physical exercises, to form classes for the instruction of teachers, and generally to supervise local instruction in drill. Classes for teachers began at 10 a.m. on Saturday, 8 September, at the Wellesley Street school ground. The Board asked teachers and pupil teachers to attend in order to become qualified to give instruction in terms of Section 85 of "The Education Act, 1877". Attendance at teachers' classes was irregular and extremely unsatisfactory. From February to June, 1902 the average attendance was 21. In 1903 parades were attended by varying numbers — 21, 14, 10, 6, 4, 3, and on 31 October David W. McNaughton alone presented himself. The drill classes were reduced in size because technical and other classes were held at the same time. At the beginning of 1903 arrangements were made for a Teachers' Class in Drill to be held in Hamilton on Saturday mornings. Captain W. R. C. Walker of Cambridge was appointed instructor and classes began on Saturday, 14 March, at 10 a.m. at the Hamilton West school ground. When the total number of individual attendances was 400 or over in a year the payment to the instructor was to be £25; when it was less than 400 he would receive only £20. Walker's pupils could detail right turn, diagonal march and right form; they knew what salute a cadet should make on passing an officer without arms; they knew the words of command and could describe the movement in the formation of half companies from the right; they were also competent to tell cadets how to carry their rifles on the command 'quick march' or when moving in skirmishing order; and they could explain what movements a company skirmishing would carry out if it were ordered to change direction to the right. The classes continued in 1904 but the number attending was reduced to 4 by the end of April. The centre was changed to Ruakura but the attendances were still unsatisfactory — sometimes no one appeared — and the classes were discontinued. The teachers' class at Thames was as unsuccessful as the one at Hamilton. Classes had begun at 9.30 a.m. on Saturday, 14 March, 1903, at the Waiokaraka school ground, under the instructorship of Captain W. H. Lucas of the Hauraki Rifles. By May, 1904 there were only ten names on the roll and in June the classes were discontinued. In November, 1903, the Board had already considered that there was no need for a teachers' military drill class in Auckland and Grant had been relieved of his duties "three months from 31 October, 1902". Towards the end of 1900 parliament had passed "The Defence Act Amendment Act, 1900" by which the Governor was given power to make regulations for the formation, equipment and training of cadet corps in connection with public schools. He could give the control of the corps to the Education Boards or the Education Department. Major Lambert W. Loveday, 2nd Battalion, Wellington Rifles, was appointed by the Governor to command the public school cadets of the Colony, the appointment dating from 1 November, 1901. The first regulations under the Defence Amendment Act affecting cadets were issued in the *New Zealand Gazette* of 15 May, 1902. At the same time all corps were placed solely under the Education Department and another form of education passed from the control of the Board. On 11 February, 1901, the Onehunga public school Cadet Corps was formed. It was the first in Auckland to be formed and accepted under the new regulations. It was in charge of Captain James Robb, aged 30, with Lieutenant Kelsall, aged 14 years 7 months, next in rank. By September, 26 companies had been formed and 1350 model rifles were in use. Parade grounds were usually too limited for boys and girls to drill at the same time; in these cases the girls were assembled in small spaces and employed for the full time at club or dumb-bell exercises. But the cadet movement generally, said Grant, added to the schools' order, obedience and discipline. In his Guildhall speech of 5 December the Prince of Wales referred to "an admirable movement" which had taken strong root in both Australia and New Zealand. "On several occasions," he said, "I had the gratification of seeing march past several thousand Cadets, armed and equipped, and who at the expense of their respective Governments, are able to go through a military course, and in some cases with an annual grant of practice ammunitions." "I will not presume," he added, "in these days of Army reform, to do more than call the attention of my friend, the Secretary of State for War, to this interesting fact."

---

[1] Campbell started his special, brief term of three months as mayor at the end of May. He retired when the royal visit was over.

In November, Auckland was proud to welcome a tried and valiant soldier, Major-General Sir Hector Macdonald, C.B., D.S.O. and A.D.C. to the King. Despite the lamentable state of history in the schools the names Afghanistan, Majuba and Omdurman were not unknown to thousands of children; and should there have been any ignorance of "the strength and majesty" with which the British soldier fought, it would have been dispelled by the enthusiasm shown by exiled Scots for the Gordon Highlanders and their hero, Fighting Mac. Early on the morning of Monday, 11 November, he visited the Wellesley Street school and was received by G. Squirrell, chairman of the City District Schools' Committee, and by R. D. Stewart, the headmaster; Jessie McKinnon presented him with a kauri gum ornament. He inspected the cadets and was dismayed at what little progress had been made in modern gunnery, calling the rifles "pieces of antiquity without even a sight". The offending rifles were probably those which Hogben thought were suitable. In December, 1900, Captain Grant and his class of 58 teachers had wanted to do rifle exercises; Grant had recommended the Martini Enfield rifle or carbine, and failing that, the Martini Henry rifle or carbine. At the same time he had recommended that the cadets should use a model of the Martini Enfield. But Hogben had said that they could have the loan of fifty Snider Artillery Carbines and 600 Departmental models.

Memories fade, and even some who were living in 1901 would have forgotten by 1957 that it was in 1901 that Marconi's station at Poldhu, in Cornwall, sent messages to Newfoundland, that Santos Dumont flew round the Eiffel Tower in a dirigible balloon, that Verdi, as well as Queen Victoria, died in January, that President William McKinley, the apostle of protection, was assassinated in September by an alien anarchist, that his successor, Theodore Roosevelt, evoked the censure of many citizens of the land of the free when he received at the White House a negro teacher and reformer named Booker T. Washington who was then lifting the veil of ignorance from his people and pointing the way to progress through education and industry. Robert Stout and others were advocating federation with Australia, Graham Bruce, the founder of King's College, died in October, the ceremony of turning the first sod of the electric tramways was performed in August by the mayor, Alfred Kidd, and progressive euchre continued to be the chief form of amusement at evening parties.

1902

The year 1902 was Coronation Year. On 17 May, Alfonso XIII was enthroned at Madrid and on 9 August, Edward VII was crowned in London. Strong men had cheered in their millions while their striplings had gone to war but the South African war was ended, in July Kitchener was back in London, and the British Islanders contented their souls —

> *With the flannelled fools at the wicket or the muddied oafs at the goal.* [1]

Arthur J. Balfour became the philosopher-prime minister of Britain while in New Zealand the robust imperialistic Seddon still overshadowed all other politicians. Seddon left for England in April, he returned in October, and the Government won the election in November. On 5 April the will of Cecil Rhodes was published; it was notable, among other things, for its provision for imperial and international University study. During the year Zola, Samuel Butler, and Francis Bret Harte also died. In England an Education Act replaced the School Boards by local education authorities competent to provide and aid secondary as well as other kinds of schooling; for thirty years little change was made in the educational organization established in 1902 and for the first nine years its administration was under the dictatorial management of Sir Robert Morant. On the first day of the year "The Physical Drill in Public and Native Schools Act, 1901" came into operation in New Zealand. Physical drill had to be taught to all boys and girls over the age of 8 years; and the Boards were instructed to make regulations in regard to the time given and the methods employed — subject, of course, to the approval of the Minister. The Auckland inspectors suggested that at least one half-hour a week be given to drill in sole charge schools and one hour a week in all others. During those precious hours the children were disciplined by means of squad drill at intervals, in single rank, and in two ranks, marching, drill with rifles or poles, and dumb-bells and Indian clubs. In February, Laishley resigned as solicitor to the Board; in his place the Board appointed J. R. Reed.

1903

To encourage higher education in New Zealand parliament passed "The National Scholarships Act, 1903" and brought higher education within the reach of 28 children in New Zealand in 1904. Candidates for free places in secondary schools were permitted to sit for this examination; those who qualified were eligible for free places equally with those gaining certificates of proficiency under the Standard Regulations. The first examinations in the Auckland district were held on 5 and 6 January, 1904 at Auckland, Thames, Whangarei, Hamilton, Tauranga, Opotiki, Dargaville and Kaikohe. Of the 134 candidates 46 had not passed a higher standard than the Fifth Standard and of the 67 who passed the examination 13 had not passed a higher standard than the Fifth. John Caradus of Beresford Street headed the Auckland list; he was followed by Alfred B. Jameson of Clevedon, Ernest R. Burton of Newton East, Arthur W. Dempsey of Remuera, and Basil F. Cahill of Kaikohe.

---

[1] Kipling's *Islanders* appeared in 1902.

The extreme difficulty of acquiring funds did not deter some householders from giving their time to the few educational problems that still lay within the scope of School Committees. Among the chairmen of School Committees in June, 1903 were John Bollard (Avondale), John Stallworthy (Aratapu), Joseph Buddle (Devonport), George Vesey Stewart (Katikati North), James Muir (Otahuhu), the Rev. Thomas Norrie (Papakura) and Wesley Spragg (Point Chevalier); Christopher James Parr was on the Committee at Ponsonby, Peter Becroft was on Port Albert's Committee and men bearing the names Campbell, Cameron, Finlayson, McKenzie, McLoughlin, McLennan, McLeod, McKay, McDonald, McMillan and McLean were serving on various Waipu committees. In August, the Ohinemuri School District changed its name to the Paeroa School District; in October the boundaries of the Walton and Morrinsville School Districts were fixed; and it was during 1903 that Birkenhead residents asked for the establishment of a side school in their district because the distance to Northcote was too great for young children to walk. Teachers still had their own educational problems but occasionally a personal complaint had far-reaching consequences. Elizabeth Sinclair, for example, was teaching at Riverhead — in what she called "this roadless north"[1] — and one of her girls, "a spoiled child" of 11 years, used to wear "her front hair, which she calls a fringe, screwed up in hairpins".[2] Now Miss Sinclair did not approve of this elegant coiffure and wondered if she had the power to forbid the exhibition. But the Board informed her that no authority of law enabled her to take cognizance of a pupil's attire, a matter in which the authority of the parent or guardian was supreme; a teacher's authority, it said, was restricted to the limits of his, or her, jurisdiction or responsibility as a teacher.[3]

In 1903 William Rolleston and William Swanson died. On 16 February the citizens of Auckland presented Seddon with a casket and purse of sovereigns in recognition of his service to the Empire. In May he said it was time "to call stop in public works". A Government Fire Insurance Department was established by the State Fire Insurance Act and a Preferential and Reciprocal Trade Bill was passed encouraging trade with the British Empire by imposing extra duties on certain imports and providing for reciprocal trade with foreign countries. The year was an important one in the history of adult education for it was in 1903 that Albert Mansbridge and his wife founded an Association to Promote the Higher Education of Working Men; in October, 1904, the first branch came into existence at Reading and in 1905 the title of the organization was simplified to the Workers' Educational Association. Death removed four men who had made their marks on education in different ways, — Quintin Hogg, Dean Farrer, Alexander Bain and Herbert Spencer. The world also lost James McNeill Whistler and Phil May. But Aucklanders were most affected — as indeed were all Britons and everyone who admired a brave soldier — by the suicide in Paris on 25 March of Sir Hector Macdonald. Royalty continued to "do interesting actions". On

---

[1] Elizabeth Sinclair to the Minister of Education, 2 October, 1903.
[2] Elizabeth Sinclair to V. E. Rice, 23 October, 1903.
[3] V. E. Rice to Elizabeth Sinclair, 27 October, 1903.

26 January the infant son of the Prince and Princess of Wales was baptized at Windsor Castle and received the names George Edward Alexander Edmund; and on 11 May the betrothal was announced of Princess Alice, eldest daughter of Prince Louis of Battenberg, and Prince Andrew, younger son of the King of Greece.

1904

On 4 February a warship was launched at Portsmouth and named by Lady Onslow *New Zealand.* At about the same time Japanese torpedo boats attacked a Russian squadron at Port Arthur. Fortune frowned a little on New Zealanders. The cost of living had risen a great deal and the Licensing Acts were amended;[1] but in September the West Coast celebrated the political silver jubilee of Seddon. The General Assembly, on 21 November, 1903, had resolved that the Acts relating to education should be compiled under the provisions of "The Statutes Compilation Act, 1902". Accordingly, Parliament passed "The Education Act, 1904". At the same time "The Education Act Amendment Act, 1904" revised some of the provisions of the principal 1904 Act and came into operation on 1 January, 1905.

No examination of teachers for Class E was held after January, 1904 nor for completion of a partial pass for Class E after January, 1905. Every candidate for Class D had to be examined in reading, writing, arithmetic, music, drawing, elementary human physiology,[2] methods of teaching, English and geography. Three or four other subjects had to be passed. In the case of men one had to be taken from Group III — sound, light and heat, magnetism and electricity, elementary chemistry, elementary geology, elementary botany, elementary zoology, and elementary knowledge of agriculture; another subject had to come either from Group III or from Group II which consisted of Greek, Latin, French, German, Italian, Spanish, Maori, elementary mathematics, and elementary theoretical mechanics. There still remained either one or two optional subjects. The choice was extended by a fourth Group consisting of English history, bookkeeping, shorthand, needlework (for women only) and one from a number of handwork subjects. Thus, when a candidate was choosing his third or fourth subject he would perhaps prefer to forego the glories of Greek or Latin and concentrate on modelling in plasticine, paper work, modelling in carton and cardboard, woodwork, ironwork, dairy work, or cottage gardening. In the case of women candidates one subject had to be taken from either Group II or Group III and one had to be needlework; they, too, could choose to study cookery, household management and laundry work instead of French or chemistry. No candidate was required to show a knowledge of psychology.

The School Fund still taxed the financial ingenuity of Committeemen. The scale of allowance to the School Fund authorized by the Board in October, 1895, was as follows:—

---

[1] "The Licensing Acts Amendment Act, 1904".
[2] Until after the examination of January, 1906, candidates could substitute for elementary human physiology an additional subject from Group III.

Average attendance	Grant per Annum
Under 15	nil
15 to 24	£7
25 to 30	£8
31 to 40	£9
41 to 50	£13
51 to 60	£16
61 to 75	£20
76 to 100	£22/10/-
101 to 200	£25 to £45
201 to 300	£45 to £65
301 to 400	£65 to £85
401 to 500	£85 to £105
501 to 600	£105 to £120
601 to 700	£120 to £135
701 to 800	£135 to £150
801 to 900	£150 to £165

That scale was altered slightly on 12 October, 1898; schools with an attendance of 5 to 9 scholars received £3 a year, and schools with an average of 10 to 14 received £5. With those additions the 1895 scale carried forward into the new century. The amount of the School Fund paid to Committees in 1900 was £6050. The first revision of the scale after 1900 took place in 1904 when quarterly payments were made according to a scale upon the average attendance for the preceding quarter:—

Average attendance	Grant per annum	
5	£3	and an increase of 6/- per annum for each additional unit of average attendance above 5 and up to 60.
61	£20	and 3/- per annum for each additional unit of average attendance up to 100.
101	£26	and 4/- per annum for each additional unit of average attendance up to 500.
501	£106	and 3/- per unit for each additional unit of average attendance.

In 1904 the Board fixed the School District boundaries of Pokeno and Maungatawhiri, Maketu and Te Puke, Whangaripo, Maungatautari, and Ruakaka and Mangapai. In September the Avondale South School opened as a side school of the Avondale school. On 1 May the building used for a school at Matamata was destroyed by fire. In the 1903-4 report of the Katikati North School Committee George Vesey Stewart advocated an extension to all schools of the Guild of Courtesy, inaugurated by Mrs Neligan, wife of the Bishop of Auckland, at the Chapel Street School. This voluntary organization aimed at teaching school children courtesy, generosity, gentleness and such virtues. The boys undertook to refrain from smoking, swearing, disrespect and disobedience, and the girls swore to be obedient and respectful. Badges were presented by teachers to the most courteous and obliging children. "Early training by such efforts," said the polite chairman, "must have far more permanent good effects than Mr Seddon's experimental legislation, over which so much time was wasted in the last session by both Houses of Parliament under "The Juvenile Smoking Suppression Act, 1903"."[1] In July, 1903, the Women's Political League asked the Board

---

[1] This Act prohibited the sale or supply of cigarettes, cigars or tobacco to, and the smoking of cigarettes, cigars or tobacco by, persons under 15 years of age.

"to recommend some method of educating lads as to the injurious effect of narcotics on the human system, the habit of juvenile smoking having become so general as to very considerably injure the physique of the rising generation".[1] These political women had also brought under the notice of the Board the unsatisfactory manner in which needlework was taught in some of the schools, "this being a most important part of the education of girls". The Board had duly despatched the League's communication to Hogben. A few years later the Auckland Scripture Gift Association, in step with the Women's Political League, sought to eradicate the cancerous growth of the habit of smoking and of other youthful delinquencies. Ostensibly because of the "numerous late instances of juvenile dishonesty and criminality" it sent the Board one hundred copies of the "Home, Factory and School Wall Sheet" to be posted in city and suburban schoolrooms. This notice, measuring approximately 22 inches by 18 inches, carried the words, "Word of God. Thou shalt not steal. Thou God seest me. How can I do this great wickedness and sin against God?" The Board declined to be a party to this display of bad taste. A year later the Association sent its notices to the schools first and informed the Board afterwards; thus eighty schools in October, 1907 were instructed "How to Live", they were given a short essay on the priceless possession of a good character, and they were informed about the various poisons which caused a confirmed cigarette smoker to show the appearance and actions of the opium eater — "misery, insanity, or death, one or the other, is sure to result".

The most important event in New Zealand education during 1904 was the issue in April of a New Syllabus.[2] Auckland teachers commenced to use it after the 1904 examinations. The expression of such beliefs that the object of drawing was "to train children in habits of accuracy and decision", or that nature study was expected "to train children in the careful observation of surrounding objects and common phenomena", shows that faculty psychology was still influencing those directing education.

1905

The year 1905 is to New Zealand one of those "memorable" years which mark some significant event, whether joyful or catastrophic. It is probable that the passing of Sir Henry Irving and Dr Barnardo was not unnoticed yet their deaths could not have affected the antipodes emotionally as much as the deaths of Henry M. Stanley, Dvorak and Kruger in the previous year. The travels and romances of royalty had their special appeal; in 1904, Edward VII had gone to Germany and the King and Queen of Portugal had visited England, but in 1905 the most important event of its kind was the welcome extended to the Prince and Princess of Wales in India; and King Edward's daughter Maud married Prince Charles of Denmark who, in the same year, was elected king of Norway under the title of Haakon VII. Patriotic sentiment was not wanting at the centenary celebrations of the Battle of Trafalgar and the death of Nelson. In the world of sport Australasia made its first appearance in competition for the Davis Cup. The Board granted a special half-holiday to the town and suburban schools on the afternoon of Friday, 10 February, 1905 on the occasion of the cricket match with Australian representatives. "Such an opportunity of witnessing the best and purest of games played by its best exponents," said Harold B. Lusk, "may not occur again for many years, and if the boys were induced to take up the game more heartily there can be no doubt that it would be for their benefit." [1] Lusk did not exaggerate the prowess of the visitors, for the team which played an Auckland XI at the Domain Cricket Ground consisted of Victor Trumper, M. A. Noble, Clem Hill, A. Cotter, R. A. Duff, J. J. Kelly, D. R. Gehrs, A. J. Hopkins, C. E. McLeod, S. Gregory and W. W. Armstrong. But Australia's win by an innings and 160 runs brought with it no such depression as descended upon the country consequent upon the tragedy in December when Wales defeated the New Zealand touring rugby team by one try to nil.

---

[1] A. Daldy, Hon. Sec., Women's Political League to the Chairman of the Board, 10 July, 1903.
[2] For the details of the new regulations see the *New Zealand Gazette*, 20 April, 1904.

In 1905 the New Zealand Government decided to guide teachers "through middle age down to decrepitude and silver hairs" and to make provision for their "retired leisure". "The Teachers' Superannuation Act, 1905" established a superannuation fund for teachers and others in the service of Education Boards and other educational bodies. All persons who, on 1 January, 1906, were permanently employed in the Education Service in any capacity, for not less than twenty hours per week, could contribute to the Fund. All teachers who were first permanently employed in any public school after 1 January, 1906 were compelled to contribute — these teachers were referred to as "new entrants". All other persons first permanently employed in the Education Service after 1 January, 1906 could at any time within six months from the date of their appointment elect to become contributors. A great deal of work fell upon the Education Board's administrative staff. For instance, it had to compile a certified list of original members with their salaries and length of service, and the total salary received by certain teachers during all the years of their service before the commencement of the Act had to be ascertained. Obeying an Order in Council of 19 December, 1905, the Board issued cards of application on which its employees could state their intention to become contributors to the fund. The 1905 Act, amended by "The Teachers' Superannuation Act Amendment Act, 1906", was repealed by "The Public Service Classification and Superannuation Amendment Act, 1908" (Part I). Existing contributors were given the option of electing to remain subject to the provisions of the original Act. The main feature of the 1908 Act was the calculation of a contributor's retiring allowance. It was to be one-sixtieth of the average rate of salary received during the three years next preceding retirement, for each year of service, provided that in no case was the allowance to exceed two-thirds of that salary. The right of persons employed on 1 January, 1906 as teachers in public schools or under the Education Department to be admitted at a future date was taken away. The Act was amended when "The Public Service Classification and Superannuation Amendment Act, 1909" (Part II) fixed a maximum retiring-allowance of £300 a year in the case of persons who should become contributors to the fund after the passing of the Act (24 December, 1909).

---

[1] H. B. Lusk, Hon. Secretary, Auckland Amateur Sports' Club, to V. E. Rice, 5 February, 1905.

A Conference of Education Boards was held at the Colonial Museum, Wellington, from 12 to 15 September. Luke and Bagnall represented the Auckland Board, and although they were not Board members, Rice, George and Petrie took part in the deliberations. Bagnall had the satisfaction of seeing the Conference carry unanimously three allied motions of particular interest to Auckland administrators, — that the attention of the Minister should be called to (1) the difficulty of obtaining suitable teachers for small country schools, (2) the need for fixing a minimum salary for teachers of schools under 15 average attendance, and (3) the need for providing a more liberal grant for the conveyance of children to and from schools. At the first sitting of the Conference the attendance was "large"; it quickly dwindled to "fair". But wherever Board members — no matter how few in number — were met together there were always arguments on the continued inadequacy of building grants. This Conference also agreed that all school-books and requisites used in public schools should be supplied by the State; it expressed its opinion, too, that the time had arrived for the abolition of slates in public schools.

From an educational point of view the most interesting event of 1905 in Auckland was the scheme for the better organization and teaching of the pupils in Standards IV, V, and VI of the primary schools in the large centres of population which Purdie submitted to the Board in July. "The chief difficulty met with by teachers of the higher classes in large schools," said Purdie, "is not so much the largeness of their classes as the difference in mental attainments and mental capacity of the pupils nominally in each class. Generally speaking, each large class contains at least three main subdivisions consisting severally of the dull, the mediocre, and the bright." These children, differing widely, he pointed out, had the one objective, and the curriculum of each class seemed to be based upon "the absurd assumption that children are about equally equipped in mental capacity and that they progress at about the same rate". "The result," said Purdie, "is that the dull are made stupid, the bright become somewhat lazy, and the mediocre are well taught." He considered it to be lamentable from a national point of view that the best could not be made of the innate ability of every child. He regretted that under the existing circumstances little was ever done for the special benefit of the bright child. In the city and suburban schools — omitting Devonport and Northcote — there were 656 pupils taught by 19 teachers in 19 schools, about 900 in Standard V taught by 23 teachers in 19 schools, and about 1200 in Standard IV taught by 24 teachers in 19 schools. That is, there were in the upper Standards about 2800 taught in 19 schools by 66 teachers — an average of about 43 pupils to every teacher. The numbers actually taught by each of the various teachers ranged from 55 to 39 in Standard VI, from 69 to 32 in Standard V, and from 74 to 33 in Standard IV. Some teachers worked under much more onerous conditions than others. In 1904 one teacher received £235 for teaching 65 pupils in Standard IV; in another school, in the same year, one assistant and a pupil teacher, for teaching 94 children, received £160 between them; in the same year one teacher, with vicarious assistance, taught 86 pupils in Standard IV for £120. However, Purdie saw that the condition which most injuriously affected teaching in the large schools was the difficulty of correctly grading the pupils. To him, the remedy was clear; but it was difficult to bring into operation because the pupils of Standards IV, V, and VI were not sufficiently concentrated. If they could be concentrated in three centres the grading of pupils could be so uniform that progress would be much more rapid. "The dull boy now has a weary life," said Purdie. "He is constantly being urged beyond his powers; he is too often the subject of 'odious' comparisons with his brighter classmates; with the result that he loses effort — he accepts his dullness and loses confidence in himself. The bright boy on the other hand is unduly elated. He can overtake the work with the greatest ease. The constant iteration of the work rendered necessary by the presence of his duller classmate wearies him. He too often becomes conceited or lazy or both. It is a fact that in the subsequent battle for life the bright boy is often worsted. Is it not worthwhile at least to consider whether his easy school career is not to some extent the cause? Place him in a class where all are bright — where all must use their best endeavour — and he will better find his level and better realize that there are in the world others besides himself with faculty for learning and for thinking. He will do much better work. It is my conviction that he could do at least twice as much as he now does. The energy thus released and, as it were, given scope might be devoted to incursions into other realms of knowledge. Again the dull child would progress upon sounder lines. He need not be urged beyond his powers. If advisable he need not be required to undertake the study of all the subjects specified in the syllabus. Subjects that appealed to him — woodwork for instance — might receive greater prominence. He might thus be taught to believe in himself — a lesson more valuable than all the books can teach. He might learn, too, that ability does not lie solely in the power to assimilate the written word but that the boy who can do things is as likely to succeed as the scholar in abstractions." Purdie put forward many other strong arguments in favour of his scheme. The teacher's life would be less burdensome if he had to teach only pupils of approximately uniform attainments and capacity. Better provision would be made for the teaching of science; without a laboratory the teaching of science was little better than farcical and the equipment of laboratories for three schools would not unduly strain the Board's finance while provision for nineteen would do so. The waste of time in travelling to and from Manual Centres would not occur. The scheme would create a healthier "spirit of effort" than existed; no ordinary boy of eleven, said Purdie, would be satisfied to attend a junior school when he saw another of the same age going to a senior. It would be possible to place a child in each subject in the class for which he was fit. Better provision would be made for school libraries. Teachers could be more easily placed in positions for which they were best suited. The scheme would tend to economy but Purdie wanted the money that was saved to be used for higher salaries. He expected that such a scheme would bring about a great improvement in the attitude of the pupils and of the teachers — "a most important matter". The Whangarei and Auckland branches of the N.Z.E.I. approved of the principle embodied in Purdie's proposals and considered that the practical value of the scheme was worthy of being tested by the Board. The Thames branch also said that the plan had much that was commendable from an educational standpoint; but it drew the Board's attention to opposition it might expect from School Committees, an opposition that would probably stop the legislation necessary to put the scheme into operation. Petrie's comment was brief and pertinent. "There is considerable force," he said, "in much of what Mr Purdie urges, but, with the law relating to Education standing as it now does, the organization he recommends is impracticable."

John J. Roach resigned in April as the Auckland Board's senior clerk. He had entered the service of the Board as a clerk in June, 1880 but now, because of strained personal relations with Rice, he regretted exceedingly that he had ever seen the inside of the office. On 1 May, 1907 he was appointed chief clerk in the Department of Technical Education and Manual Training but he resigned from that position in March, 1909.[1] On 30 October, Richard Udy died at his home in Mt Eden and George Thwaites, who had been head teacher of the Epsom school from April, 1897, died on 3 November. From 31 May the name of the Omahu school changed to Wharepoa; the Waiuku district was divided and the separate school district of Otaua was constituted; on 1 July the Board took over the control of the Te Kuiti school, formerly a Native School. And during the year the teacher's residence at Panmure was provided with a bathroom.

1906

It was of little more than local interest that during 1906 the old school building at Kaipara Flats was sold, that the Komakorau school was placed under the control of the Hukanu Committee, that the Maraetai school re-opened in a tent at Umupuia with Michael S. McGreal as teacher, or that the Huntly school was totally destroyed by fire. On 12 March, the trustees of the Dilworth Ulster Institute for Boys opened their school with eight boys all under the age of 10 years. The Board continued to receive letters from odd societies and institutions requesting it to enlist the aid of teachers in order that certain ideas and information might be conveyed to credulous children. One such body was the Auckland branch of the International Arbitration and Peace Association. This body, with M. Aldis as its secretary, wanted the Board to instruct its teachers to give special lessons on 18 May, the anniversary of the opening of the Hague Conference. Of course, the inevitable prizes for essays were to be awarded. On Petrie's recommendation the Board took no action. A similar request elicited a similar response in regard to the celebration of Peace Day (22 February) on Friday, 21 February, 1908. Of much greater importance than old buildings, fires, tents, and international arbitration was the Board election!

---

[1] Roach died on 8 September, 1911.

By "The Education Act Amendment Act, 1905" the Board was required to divide its district into three wards on the basis of the yearly average attendance for the schools so that the number of children in yearly average attendance in each ward would be as nearly as possible the same; for this purpose every school with more than 420 children in yearly average attendance was regarded as having 420. The division was expected to be made according to the natural geographical grouping of the schools; in particular each city, borough or school district was to be wholly within one ward. On 25 April, 1906, acting in pursuance of Section 3 of "The Education Act Amendment Act, 1905", the Board divided the Auckland Education District into three Wards. The actual division was made by Luke, Bagnall, Parr and Peacocke. In 1905, 208 schools in the North Ward had a total yearly average attendance of 7690; 140 East Ward schools had a total average of 8619; and 90 West Ward schools had 8650 children. Nominations of candidates closed at 5 p.m. on Monday, 2 July, 1906.[1] To the best of his skill and judgment Rice faithfully and impartially performed the duties of Returning Officer. No person was eligible as a candidate for election unless he was nominated in writing, on a prescribed form, by at least two electors. Each Member of the Board was required to reside in his education district. The electors for each Ward were the members of the School Committees in each school district; each vote had a numerical value equal to the number of schools — other than side-schools — in the school district. In the North Ward, for instance, 882 voting papers had a numerical value of 1213 votes; in the East Ward 684 papers had a possible value of 834 votes; and in the West Ward 371 papers could have returned 512 votes. The poll closed at 5 p.m. on Monday, 23 July. Of the 1937 voting papers issued 1656 were returned — 79 of these were invalid. In the North Ward 2700 valid votes were recorded, 45 papers were rejected, and John Stallworthy of Aratapu (755), John David McKenzie of Whangarei (750) and Alfred Richard Harris (530), a farmer of Tamaki, were elected; in the East Ward 1854 valid votes were recorded, 25 papers were rejected as invalid, and Christopher James Parr (610), an Auckland lawyer, Lemuel John Bagnall (543) of O'Rorke Street, Auckland, and Henry James Greenslade (538) of Ohaupo were elected; in the West Ward 1303 valid votes were recorded, there were only 9 informal papers, and Frederick William Lang (309), of Tuhikaramea, Charles Thomas Barriball (241), a Waiuku farmer and George Edgecumbe (197) of Hamilton were elected. In every succeeding year one of the members for each ward had to retire. The members to retire were those who had served longest on the Board without re-election; where there was any doubt the question was to be settled by lot. The Amendment Act of 1905, besides providing for a new manner of Board election also gave the Board additional duties and powers. Section 47 of the lengthy consolidating Education Act of 1904 still set out the general powers and duties of the Board. Where the Board formerly appointed and removed officers and teachers it now had the power to appoint and remove inspectors and other officers and teachers. A new privilege was conferred on the Board; it could now arrange for the conveyance of children to and from school.

---

[1] Nominations now closed on the 21st instead of the 22nd day before the date of election.

Cable messages conveyed news from all nations. The international Conference at Algeciras acknowledged the primacy of French interests in Morocco. Dreyfus was rehabilitated by a judgment of the Cour de Cassation. In British politics Balfour's government was defeated and Sir Henry Campbell-Bannerman's Liberal ministry took office. Princess Ena of Battenberg adjured the Protestant faith in order that she might marry Alfonso XIII; the King and Queen of Norway visited England; and Edward VII appeared in Paris, Biarritz, Athens and Marienbad. In June the Cunard turbine liner *Lusitania* was launched on the Clyde and in September its sister ship, the *Mauritania* was launched at Wallsend-on-Tyne. The introduction of the "Dreadnought" made all other warships appear effete. The age of speed was foreshadowed when a Royal Commission on Motor Cars recommended the abolition of the speed limit of 20 miles per hour. The "blind forces of Nature" were at work during this year; Hong Kong was struck by a typhoon, Vesuvius erupted, and there were earthquakes in Chile and San Francisco. But to New Zealanders no event compared in importance with the unexpected death of Seddon on 10 June on board the *Oswestry Grange* returning from Australia. Bagnall expressed to Mrs Louise J. Seddon "the profound sorrow of the Board at the lamentable death of her husband and its appreciation of the special services which he had rendered to the cause of Education in this Colony during his long and honourable term of office as Minister of Education".[1] Auckland's memorial to Seddon was the Technical College. When Seddon died, Reeves said, the country was more prosperous and in a sounder and more comfortable position than it had been before. Prices of produce were excellent, but not artificially high; labour was well paid and quiescent under the justest conditions known. There was no unemployment and there had not been a strike or lock-out for thirteen years. The cost of living was reasonable, trade was brisk but not inflated, and the mischief of land speculation not yet very great. Moreover, the National Debt was nothing alarming and taxation was light. The banks were quietly strengthening their position. The settlement of the country was going on apace; so was the organization of rural industry. The quality of the immigration had for years been better than usual.[2] He noted that public servants were at last receiving adequate pay. Even schoolmasters, he said, were getting a living wage — a nauseous remark for a former ineffectual Minister of Education to make.

Hall-Jones temporarily filled the office of Premier; at the beginning of August he resigned and Sir Joseph Ward formed a Ministry which included Hall-Jones as Minister for Railways and Minister for Public Works and Auckland's George Fowlds, now aged 46, as Minister for Public Health and Minister of Education. When Fowlds assumed his ministerial duties the Auckland Teachers' Training College had just been revived.

---

[1] L. J. Bagnall to Mrs L. J. Seddon, 15 June, 1906. Seddon had succeeded W. C. Walker as Minister on 20 June, 1903.

[2] *The Long White Cloud.*

CHAPTER 22

TOTIS VIRIBUS

A Select Committee on Education of the House of Representatives presented a report on training colleges for teachers on 27 October, 1903. The chairman of the Committee was Frederick Ehrenfreid Baume, M.H.R. for the City of Auckland. It recommended that —

> (a) A Training College for Teachers be established in each of the four principal centres of the colony — viz: Auckland, Wellington, Christchurch, and Dunedin — being the University centres, and in order to avoid the expense of duplicating instruction in subjects which are taught at the University Colleges, and to secure for teachers a greater breadth of view, the training of teachers in literary and scientific work should, as far as possible, be provided by the University Colleges.
>
> (b) The training colleges should be subject to the control of the local Education Boards.
>
> (c) The curriculum of the colleges should be subject to the approval of the Minister of Education.
>
> (d) The Inspector-General should inspect each college from time to time, and report annually to the Minister.
>
> (e) A two-years' course of training for each student should be aimed at.
>
> (f) It is desirable that the lecturer on education at the training colleges should be given the status of either a lecturer or a professor at the University College in order that his lectures may count in the University course of the students.
>
> (g) The practising department of each training college should include a model country school with a single teacher.
>
> (h) In addition to the personal and boarding allowances granted to students of the training colleges who have been pupil teachers, reasonable University College fees should be paid by the Government.
>
> (j) Local Boards of Education be recommended to set up a Committee of Advice in regard to matters concerning the Training College, consisting, say, of the Chairman or other member of the Board, an Inspector of the Board, a representative of the Professorial Board of the University College, and a representative of the other Boards of Education, if any, in the same University district.

Petrie was of the opinion that the Training College should be under the immediate direction of the Education Department; this plan, he said, would relieve the Board of all responsibility for the financial arrangements. On the other hand George George felt that it would be a great mistake for the Board to recommend that the Training College should come under the Department unless the Board were of the opinion that the abolition of Education Boards was desirable "seeing that the tendency of the Department seems to be all in this direction". Hogben, of course, wanted control of Training Colleges to rest with the Department. The Auckland Board agreed with the Committee's recommendation that the Training College should be subject to the control of the Board.

In January, 1905, Petrie suggested to the Board that it make the Wellesley Street School the Normal School, that the school be placed under its direct control, that the Board should advertise for a director, and that the Wellesley Street staff should be given three months' notice. Thereupon the Board referred the matter of establishing a training college to a sub-committee of Luke, Bagnall, Hobbs and Parr. In the following month the Board made an application to the Minister for the establishment of a Normal School and Training College at Wellesley Street; only Greenslade and Luke were opposed to this move. After Hogben had informed the Board that the Minister had agreed to establish a college and normal school at the Wellesley Street school premises and that a small grant would be given to cover small structural alterations, the City District Schools' Committee held a meeting of householders in the St James' Hall, Wellington Street in protest against the school being converted into a training college, for the reason that it would deprive a densely-populated district of its largest primary school. But things were not as bad as all that and the Board tried to appease the Committee by asking the Minister to place upon the Estimates the sum of £5000 for the erection of suitable buildings for a Training College and Normal School. At the end of June, 1905 there were 594 on the Wellesley Street roll. Petrie made an estimate of the accommodation and floor space, —

Accommodation	Floor Space in Square Feet	Roll No. June, 1905
Primers, 2 rooms 38 by 25 and 19 by 25	1425	171
Standard I, 1 room 38¼ by 25	956	62
Standard II, 1 room 40¼ by 20½	815	82
Standard III, 1 room 25 by 22¼	556	64
Standard IV, 1 room 30 by 22¼	667	74
Standard V, 1 room 25 by 22¼	556	69
Standard VI, 1 room 26½ by 22¼	589	47
Standard VII, 1 room 20 by 22¼	445	25
	6009	594

He said that besides those rooms, two would be used for lecture-rooms for students, one as a drawing classroom, one as a model school of 40 pupils of all classes, and there would be six small classrooms in which students in training would teach small drafts of classes from the main school. The Board advertised in England, Victoria, New South Wales and New Zealand for a director or principal at an annual salary of £600. The 70 applications — 49 from England, 7 from Australia and 14 from New Zealand — were referred to Luke, Bagnall, Parr and Petrie; they reduced the number to 5 and on 1 November, 1905, the Board unanimously selected Herbert Albert Edwin Milnes, B.Sc. (London), House Tutor and Assistant Master of Method at the Borough Road Training College. When he decided to come to New Zealand, Milnes did not know that a college building had not yet been erected. There was more delay when Hogben twice rejected the plans made by Milnes and Watt. New plans — with lavatories arranged on either side of the main entrance and along the front of the whole building — were sent to Hogben in February, 1907, and accepted. The Board was given authority to erect the Training College but it was not to cost more than £8000. Watt, the architect, died on 14 April at the age of 47 years, and his rough plans were submitted to Alexander Wiseman who made a few alterations. The tenders were let to W. E. Hutchison of Lower Hobson Street for £7549 and the building was to be completed by 25 March, 1908. The engagement of each of the teachers at Wellesley Street was terminated by three months' notice, signed by the secretary, in accordance with Section 63 of "The Education Act, 1904", and because Regulations would bring the Normal School directly under the control of the Board it was decided that from 1 January, 1906, the boundaries of the Auckland City Schools' District would be altered so as to exclude the site of the Wellesley Street school.

When Hogben met the Board at the end of November, 1905, he presented it with a scale of staff and salaries to be used in the new Normal School at Wellesley Street — subject to the approval of the Minister! It was decided to call for applications from teachers classified B1 or higher for the position of Headmaster at a salary of £400 a year. The Board notified R. D. Stewart that his engagement as headmaster of the Wellesley Street school would cease at the expiration of three calendar months from 31 October. After twenty-eight years' service he was left without employment; his pension rights were diminished; to be provided for under "The Teachers' Superannuation Act, 1905" he had to be employed on 1 January, 1906; if he were to break down in health whilst out of the Board's service he would lose £70 a year allowance for back service; and should he die his wife and family would lose their allowance. The Board kept him in doubt until the end of January, 1906, when it appointed him as a relieving teacher from 1 January. Then at the beginning of February he was appointed an inspector with a salary of £400. The new staff at Wellesley Street included some of the former staff. R. H. Paterson was appointed 1st assistant master for one year at £250; H. K. Burns was appointed 2nd assistant master for one year at £210; Elsie Shrewsbury was given charge of the secondary department and 4th, 5th, 6th, 7th and 8th assistantships went to Sara J. Purdie, Annie E. Holloway, Samuel Green, Kate S. M. Shroff and Alice M. Toy. Margaret Slingsby Newman, aged 34, the mistress at Devonport was appointed teacher of infant and primer classes. Milnes and Petrie both favoured Cousins for the position of headmaster for the Normal School.

Herbert Glanville Cousins was born in Scotia Place, Auckland, on 23 July, 1872, the son of James Smith Cousins, a coach builder, and his wife Hannah. He passed the examination for the Sixth Standard in May, 1886, at Ponsonby School and a year later applied for employment under the Board as a pupil teacher. Benjamin Bailey looked upon him as "an intelligent truthful boy and one likely to prove useful in any capacity". Cousins was indentured for three years' service from 1 August, 1887, and he commenced his teaching career on probation as a pupil teacher at the Beresford Street School. In June, 1889 he passed the Second Year Pupil Teachers' examination and his salary was raised to £50 a year. E. T. Hart considered him the most competent of any male pupil teacher that he had ever met both in England and the Colonies. He remained at Beresford Street until, as a D3 certificated teacher, he went forth in 1893 to take charge of Pungaere and Inumea half-time schools in one of the most remote and primitive of school districts. He travelled there by the S. S. *Clansman* from Auckland to Russell, then on the S. S. *Ida* to Kerikeri and finally by horse from Te Mata to Pungaere, the whole journey taking him from the 6th to the 9th of November. He lived on the exceedingly rough and partially overgrown track between the two schools. There was an hour and a half's ride to one and half an hour's ride to the other; the schools were open on alternate days. On Tuesday, 12 February, 1895 as he was riding to Inumea he was thrown from the horse and sustained a double break of his left fore-arm. By this means he escaped from the north and for a period, from March, 1895 to April, 1896, acted as a relieving teacher. At Howick, Buckland, Ararimu, and at Turanga Creek No. 1 he impressed everyone with his ability and devotion to work. In October he was promoted from temporary assistant to assistant master at Richmond Road where he could apply himself better to his University studies. On 30 June, 1897, he became entitled to a D2 classification; at that time he was teaching at Waihou and, on the resignation of the head teacher, Cousins was appointed in his stead. In February, 1899, he received the good news that the English examiners had been satisfied with his examinations for Section I of the B.A. degree — a qualification that entitled him to a C2 classification. He left Waihou in July, 1900, and entered upon his duties at Beresford Street as first assistant master at £190 a year. He graduated B.A. in 1904, with Honours in 1905, and he was still at Beresford Street when the Board informed him — in February, 1906 — that in accordance with Section 57 of "The Education Act, 1904" he had been appointed headmaster of the Normal School from 1 March, 1907, with a salary of £400 a year. The average attendance of the primary department of the Normal School during 1906 was 346 with a roll number of 345 at the end of the year. Similar figures for the secondary department were 34 and 27.

For many years Petrie had pressed for the establishment of a small model school in or near the city. For example, he had made this suggestion in July, 1897; but the Board chose New Lynn, a school which at that time was in a very poor condition because the lower classes had been neglected; it was a difficult school to reach and teachers whom the inspectors considered needed help attended there for only one week at a time. On 27 January, 1906, the Board informed George William Murray (61) that he had been appointed to the position of mastership of the new Model School. Murray had commenced his teaching career in January, 1877, as head teacher at Kaukapakapa. He earned the reputation of being an efficient, thorough, energetic and painstaking teacher; his methods were highly practical and his discipline excellent; moreover he always secured a high percentage of passes in examinations. Perhaps it was because he was a successful farmer as well as a teacher that he worked in perfect harmony with his School Committee. The community often showed its appreciation of his work; in 1901, for example, he was presented with an Illuminated Address and an arm-chair. In 1902 he was president of the Auckland Branch of the N.Z.E.I. and in the following year, the colonial president. During one of Goodwin's illnesses in 1904 Murray was offered temporary employment as a substitute inspector but his wife and his friends persuaded him that riding around the country and staying in public places were not for one of his years, and he refused. Because of the health of his wife he resigned from Kaukapakapa in November, 1905. His resignation did not take effect till 31 January, 1906, and until 31 December, 1905 he was given temporary charge of Wellesley Street. It was on 28 December that he applied for the position at the Model Country School at a salary of £240. The average attendance for 1906 was 30, with a roll number of 34 at the end of the year.

In July, 1906, the Board asked Cousins to report on the teaching and management of Murray in the Model Country School. In the absence of any specific instructions from the Board, Cousins and Murray had agreed that Cousins should neither inspect nor direct the other's work. Petrie's recommendations were that the Model School should be regarded as part of the Normal School, that the headmaster of the Normal School should have jurisdiction over the Model Country School but should not interfere in the organization except in a matter affecting the Normal School generally, that the headmaster of the Normal School should allow the master of the Model Country School freedom in methods of teaching and maintaining discipline, and that the headmaster of the Normal School should not examine and report on work done in the Model Country School. When Hogben refused to sanction the appropriation of £200 from the salaries' fund to pay for apparatus Milnes thought that the vacant tutorship for physiology and elementary science might as well be filled. Of the applicants Milnes and Petrie recommended Arthur John Cottrell and his appointment as science tutor dated from 1 February, 1907.

The Training College opened on Monday, 5 March, 1906. Students were admitted under Division A or under Division B. Under Division A a student had to satisfy five conditions. First, the student must have completed the pupil teacher course in some education district of New Zealand to the satisfaction of the Education Board of that district. Second, the student must have passed the Matriculation Examination of the University of New Zealand. Third, the student was required to give satisfactory evidence of his ability to teach. Fourth, he or she had also to give evidence of possessing satisfactory health and character. And fifth, the candidate had to make a declaration of his intention to become a teacher in a public or a secondary school in New Zealand, and, if so required, he had to enter a bond to return the amount paid in allowances in case he failed to complete two years of such teaching. The Minister agreed to modify the matriculation requirement until 31 December, 1906.[1] Up to that date the Department was prepared to accept the final Pupil Teacher Examination or a "partial D" in lieu of matriculation. The allowances payable to a student under Division A were £30 a year, together with the fees of the university college classes attended by the student, with the further addition of £30 a year in the

[1] *Supplement to the New Zealand Gazette of Thursday, March 9, 1905*, 15 March, 1905.

case of any student who was obliged to live away from home to attend the training college. To be admitted under Division B a student had to satisfy certain conditions. First, he must have passed the first section of his B.A. or B.Sc. degree, or have gained credit at the University Junior Scholarship Examination, or have kept terms for at least one year at a university college, or have passed the Matriculation Examination of the University of New Zealand. Second, he had to comply with such conditions as to probation in teaching as the principal of the college, with the approval of the Board, might require. Third, he had to provide satisfactory evidence in regard to health and character. And fourth, like Division A students, he had to undertake to teach for a period after his training. The allowances paid to these students were £10 a year, together with the fees of the university college classes attended with the approval of the principal.[1] The first students of the revived Training College were Colin R. R. Crispe of Mauku, Hugh F. McClune and John Masefield of Bombay, Ernest T. Robinson, Adrian M. Rowe, Arthur Webster, Frank R. Wilson, Harold E. Webster, Henry Binsted, Hilda M. Badger of Tauranga, Jessie J. Brooks, Mary I. Campbell of Waipu, Ada Clark of Whakahara, Edith C. Collins, Ethel May Fraser, Minnie M. Johnson, Ruby M. McElwain of Waiuku, Violet M. Miller, Nellie A. M. Potter, Margaret R. Scott, Jessie L. Thorne, Kathleen and Mary E. Cussen of Hawkes Bay, Elizabeth M. McLoughlin of Thames,[2] Fanny J. Taylor, Doris E. Wilks, Naomi I. Gibbons and Dorothy M. Seddon. Of those students Fanny Taylor, Doris Wilks, Naomi Gibbons and Dorothy Seddon entered under Division B, the remainder under Division A.

At the end of their course, in November, 1907, the students were arranged by Milnes in order of merit; he placed Henry Binsted at the head of the men and Mary Campbell at the head of the women. On their behalf Milnes wrote to the Board. "Many of them," he said, "gave up good appointments in order to be trained for their work and consequently have foregone for two years the salaries they were earning. Naturally they look to be recouped for this loss by increased chance of preferment and promotion and I have no doubt that in the course of a few years their wider outlook will enable them to come to the front."[3] Milnes received special reports from the inspectors on the work of his former students during their first year in the schools. He thought that it was too early to form a correct estimate of the value of the two years' training; it would be soon enough five or ten years later to attempt to do so, he said, when the students had had time to settle down and put into practice what they had learnt. "It must be remembered," he added, "that there was no picking and choosing of likely students for entrance to the College — all and sundry who applied were admitted. Now bricks cannot be made without straw, neither can brass be turned into gold so that until there is some weeding out process, until unsuitable candidates are rejected, strict criticism is out of place."[1] Yet Milnes was very pleased with his first batch of students. Of some of the men he read, — "The room bears an attractive appearance giving evidence of good taste in the choice of pictures and arrangement. The blackboard work is very fine." — "The methods adopted cannot but produce good results." — "He teaches with vigour and earnestness. The tone of the school is extremely good." — "Discipline and attention excellent." The women too were doing good work. Of some of them the inspectors stated, — "The teacher has a pleasant manner and the children are well under control." — "Manner quiet, firm, and kind." — "The teacher's manner is pleasant." "When practical results like these," said Milnes, "are considered together with the fact that almost all students who enter the College for a two years' course leave it with a full C Certificate, it seems evident that the College has already well justified its existence, and yet the best lessons that the students learn in their course cannot be assessed in marks: they are lessons of character and in the words of the teacher of old 'more to be desired are they than gold, yea, than much fine gold'."[2]

---

[1] *New Zealand Gazette*, 14 September, 1905. This Order in Council of 11 September, 1905, revoked some of the Regulations contained in the Order in Council of 15 March, 1905.
[2] Miss McLoughlin was severely ill for part of 1906 and took three years on her course.
[3] H. A. Milnes to the Board of Education, 16 December, 1907.

The college was not ready for occupation on 25 March, 1908 and at the end of July the liabilities totalled £8315/10/- with £486/10/- still needed to pay for "extras"; the Government gave £431/10/- and the total authorized grant then stood at £8431/10/-. Fowlds visited the building on 13 August and at his suggestion a wrought iron fence costing £63 was erected in place of the specified 158 feet of wooden fencing which was estimated to cost only £15. Hogben did not question this ministerial expenditure, but he refused to give the Board a sufficient sum to pay for the tiling of the bottom of the swimming pool — an area measuring 50 feet by 25 feet. Wiseman had tiled the sides only. This offence against hygiene amazed Milnes but when tenders were called the lowest was £115/10/- and the omniscient Hogben said that to lay tiles a sum of £80 was sufficient. However, Wednesday, 11 November was the day decided upon for the opening, and the spittoons were specially enamelled ready for the occasion. Fowlds, as Minister of Education, was present; so were Parr, the Chairman, and Myers, the Mayor; and there was the inevitable guard of honour composed of cadets. It was a great day for Milnes. "It is quite true," he said, "that buildings do not make a college, but at the same time a diamond is none the worse for good setting." In his Report for 1908 Milnes gave a description of the building. "The building," he said, "is of brick face with concrete, the main supports being of ferro-concrete. The entrance leads through the ante-hall to the central hall, the feature of which is its excellent lighting from above. This hall is for use of physical culture work, and general assembly. To the right, a flight of steps leads to the basement, which contains the swimming bath. This is 50 feet x 25 feet and has a depth varying from 7′ 6″ to 3′. There is ample space round the bath, for the practice of land-exercises in connection with life saving. There are 25 dressing boxes, two showers, the usual offices, and at the eastern end an area for drying towels and costumes. The wall space leading to the swimming bath is covered with hylo-plate, so that practice in blackboard drawing can be given to about 25 students at once. Returning to the central hall, it is noticed that the classrooms, etc., on the first floor, all open from it. The Principal's room and the two common rooms, are on the north side near the street; while on the south side are two lecture rooms and the criticism room. The common rooms contain students' lockers, and each has a small side room, containing a slipper bath with hot and cold water and the usual conveniences. The Principal's room is in oiled rimu like the library, thus giving a pleasant contrast to the rest of the building, the scheme of colouring for which is dark green dado, pale green walls and white roof. The two lecture rooms on this floor, are thrown into one large room by a McCabe hanger; and a permanent platform at one end allows of concerts, readings, theatrical performances, etc., being given. The criticism room is large enough to hold a class of fifty children, and the same number of students. It can be made suitable for magic lantern work in a few seconds, by means of patent blinds. Two staircases lead from the first floor to the second; one at the eastern end for the use of the men, the other at the western end for the use of the women. The rooms on this floor comprise the library, museum room, science room, a large lecture room and two study rooms for men and women respectively. Off each study room a balcony opens for outdoor work. A portion of the roof of the building, is ready for use as a roof garden; but as the only access at present is by a ladder its general use is out of the question until a spiral staircase can be added. The desks, lecture chairs, and furniture were all made locally to the Principal's direction. The desks are in five different sizes, so that though not adjustable, still correct accommodation can be found for any ordinary sized student. They are very comfortable, and yet were designed to make students sit up squarely to their work, and so minimize the chance of round shoulders."

---

[1] *Report by the Principal on the work of ex-students in the schools as shown by Inspectors' Reports for the year 1908*, 22 February, 1909.

[2] *Ibid.*

Fowlds, using a gold-mounted key, performed the opening ceremony and exhorted the students to follow their motto *Totis Viribus* by working with all their might for the college and for their own success. He also took the opportunity of telling the electors that in no part of the world were the training colleges so liberally treated as in New Zealand. But the swimming pool remained unfinished. However in January, 1909, T. Lamont agreed to tile the bath for £100 and eleven months later Hogben gave the Board £80 towards the cost. In February, 1909, Hogben was informed that the College building had now been completed at a cost of £9890/16/11. But disputes continued over "extras". An amount of £1513/18/8 was £1313/18/8 in excess of the architect's estimates for extra foundations because the work had been done during very wet weather, and because very close timbering had been necessary to retain the sides of the excavated portions; the foundations were made at a great depth and constant pumping had been necessary. The Board received no relief from the Government. In August, Hogben was again informed that the College building had been completed in accordance with plans approved by the Department.[1]

It was to the credit of Milnes, Cousins, Murray and Miss Newman that, although the Normal School was in a district which was fast losing its population, the applicants for admission were greatly in excess of the accommodation. This was particularly noticeable in the infants' department. According to the regulations relating to Training Colleges a junior kindergarten class or classes, containing not more than forty children between the ages of three and five could be added to the normal school.[2] Prompted by the earnest solicitations of the Auckland Kindergarten Association the Board of Education permitted some of the Kindergarten student teachers to attend certain lectures at the Training College and it authorized the appointment of May Statham as an extra assistant at the Normal School from 1 September, 1909. Miss Statham held the Higher Certificate (Parts I and II) of the National Froebel Union; she had had some kindergarten experience in England and in 1909 she was kindergarten mistress at the Mt Eden Collegiate School. The aim of the Kindergarten Association was to introduce the Froebel system into Auckland "in a manner to compare favourably with the work done in other cities in Australia, Europe and America".[3] It was a simple matter for the Board to decide that it was wrong for children to hear in school the Divine precepts of the Bible; but it does not appear evident that it gave any thought to what Froebel called the inner connectedness which led children to seek that fundamental unity of nature, man and God. When the subject appeared to be free of pedagogical difficulties — perhaps the neglect of grammar or inaccuracy in arithmetic — the Board expressed its opinion. But when the subject — perhaps technical education or Froebelianism — was complicated it announced that it was an administrative body only. On some of these occasions it wisely asked for the opinions of others who were expected to have more specialized knowledge, but it did not always follow the advice given. Petrie, for example, did not think that there was any real need for providing free education, kindergarten or any other sort, at an earlier age than five years. He said that Froebel's principles would always find application in the teaching of younger pupils of the public schools. Aware that the ideal kindergarten group was 25 children to a teacher and that the system of education required spacious rooms and an abundance of material, Petrie informed the Board that the lower classes of the public schools were far too large to adopt the Froebelian methods of work and teaching.[4] But Froebelian education was fashionable — and Board-member Bagnall was also president of the Auckland Kindergarten Association. However when application was made to the Department for a grant to provide the cost of altering and furnishing some rooms in the Normal School, about to be vacated by the Technical School, it was deferred until Hogben could make a personal inspection;

---

[1] R. Crowe to G. Hogben, 6 August, 1909.
[2] Order in Council dated 17 December, 1908, clause 3(d).
[3] E. Brooke-Smith, Secretary, to V. E. Rice, 23 November, 1908.
[4] D. Petrie to V. E. Rice, 28 November, 1908.

thus the kindergarten department could not be started and Miss Statham had to assist with the primary classes.

Murray retired from the Model Country School at the end of 1909.[1] A genial, generous man, Murray was always held in the highest esteem. When he retired Milnes wished him "health and long life to enjoy his leisure". In the following August he was returned to the Board as a member for the North Ward.[2] He was succeeded at the Model School by Maurice Priestley, then aged 32, and like Milnes, a son of Yorkshire.[3] He had been a teacher for sixteen years — two as a pupil at Point Chevalier,[4] two as an assistant at Te Aroha, four as sole teacher at Kimihia, and eight as sole teacher at Waikiekie — and his classification was C1. Cousins added to the reputation of the Normal School; a uniform was introduced during 1908. A feature of the school of which Milnes approved was the occasional Parents' Day on which parents came to the school to see a particular class at work and to form an idea of how the work was usually done. This event gave Milnes or Cousins an opportunity to address the parents on attendance or punctuality or to show them the magic lantern and the swimming pool. There is little doubt that these Parents' Days were for the instruction or edification of parents rather than for the development of a direct co-operative relationship. There was ample evidence in the Auckland District that the home was not — as Pestalozzi said it should be — the foundation of a pure and natural education.[5] Grierson, in 1909, noted the influence on the lives of children of inhuman practices in the rapidly expanding north-central dairying district. A typical school had a roll number of 38 in Standards IV to VII and of that number 18, including 17 boys, were milkers; one child milked nine cows but the average number of cows milked by each child was six; one boy of 10 years milked eight cows and then walked 2½ miles to school — the average distance travelled to school was 2 miles; the usual time of starting the day's work was 5 a.m. and the time of finishing work was 7 p.m. Because this was a typical, not an isolated, case, there was reason to believe Oscar Wilde's words, "Children begin by loving their parents; as they grow older they judge them; sometimes they forgive them."[6]

"The correct use and preservation of the voice," said Milnes, "is an essential of a teacher's training somewhat neglected here." He had been told by medical friends that the climate of Auckland was particularly bad for throat troubles. At any rate he found it necessary to conduct a vigorous course of lessons to eradicate indistinct speech, talking with closed teeth, and "clavicular breathing". One of his cures was the production of plays. *The Rivals, She Stoops to Conquer,* and *Tom Cobb* were staged in order to give students an opportunity of facing an

---

WM →

WM →

[1] His resignation took effect on 31 January, 1910.

[2] He remained on the Board till July, 1913; in August, 1914 he was elected unopposed for the West Ward and in August, 1916 he was elected a member for the Auckland Urban Area. He died on 21 March, 1923.

[3] Priestley was born in Bradford on 25 March, 1877.

[4] George Fowlds was one who recommended "Master Maurice Priestley" as a candidate for the Pupil Teacher Examination.

[5] *The Evening Hour of a Hermit* (1780).

[6] *The Picture of Dorian Gray* (1891).

audience and speaking their lines clearly and well; the theatrical aspect was secondary. According to Milnes' Yorkshire and London standards, only one of the 36 students in 1907 had any idea of good oral reading. He encouraged his students to mix in friendly converse. At social gatherings, readings and lectures were followed by refreshments, songs and dancing; the members of the Ruskin Society met to read from his eloquent criticisms; the Reading Circle gave Mrs F. E. Baume, Cousins and Milnes scope to demonstrate their elocutionary powers as they recited from the more lyrical parts of Tennyson's medley, *The Princess,* from Thomas Hood's moral ballad, *The Dream of Eugene Aram* and from *Ecclesiastes,* while the students, on a lower plane, read *The Pied Piper* and *Rikki-Tikki-Tavi.* Because he believed that schoolmasters were notoriously narrow and pedantic, Milnes arranged "visits of observation" during which the students could see the work that was going on in the world beyond their own limited field. Visits were made to the sugar works at Chelsea, Bycroft's biscuit factory, the Kauri Timber Yards, the Farmers' freezing works, the gas works, the cadet camp at Papakura, the ostrich farm at Pukekohe, Wirth's menagerie, *The Herald* printing works, the Blind School, the City abattoirs, Warnock's soap factory and tannery, the paper mills at Riverhead, the Manukau lighthouse, the Avondale brick works, and the Art Gallery. Milnes was "a thorough going believer in the educational principle expressed in the Latin phrase, *Mens sana in corpore sano*".[1] For dumb-bell and Indian club exercises he made the men students change into athletic clothes and he made every effort "to make them sweat". "If I can only imbue the students with the love of hygienic exercise and cold bathing," he said, "I shall have done much to brighten the lot of the students, and indirectly of those whom they will teach in due course."[2] Milnes believed that all students should be in strict training and buoyant health; they should feel the blood course through the veins.[3] "The value of the swimming bath," he said, "as a mental pick-me-up during the hot, muggy days at the end of November was brought home to all students, and flagging zeal could always be renewed by a cold plunge."[4] There were college championships in tennis, fives and swimming, but no prizes were awarded, for the students had to learn, —

To set the Cause above renown,
To love the game beyond the prize.

Milnes himself had been a prominent rugby player in Yorkshire and when he was at the Borough Road College, and in Auckland he was a successful golfer and tennis player, president of the University Athletic Club, and president of the Auckland Basketball Association.

While Milnes realized that the primary reason for the existence of the college was to train teachers he permitted some of the college students to attend lectures in English, education, Latin, mathematics, political economy and mental science at the University College. On

---

[1] H. G. Cousins to the Committee of Advice, A.T.C., 27 March, 1917.
[2] *Report of the Year 1907.*
[3] *Report of the Year 1908.*
[4] The bath received 40,000 gallons, at a reduced cost of 8d per 1000 gallons, from the City Council. The cost of filling the bath was £1/6/8 each time. The water lasted two weeks and there were about ten changes of water during a year.

Saturday mornings he lectured on the principles and history of education. The text-books were James' *Text Book of Psychology* and *Talks to Teachers,* Welton's *Logical Bases of Education,* Raymont's *Principles of Education,* Quick's *Educational Reformers* and Compayré's *History of Pedagogy.* Grierson, in 1909, commented on the perennial harvest of text-books on school-method, past reports of inspectors from all parts of New Zealand, the English Code and *Handbook of Suggestions.* "If teachers would but make the best use of such publications," he said, "they would not lack guidance and ample food for thought." But he thought that a valuable addition to the training of pupil teachers and Training College students would have been careful instruction in how to use the Regulations as a book of reference "and how to get at, and grasp, the gist of a circular or other document of instruction". In October, 1907, Milnes' University students were asked to define "consciousness", "psychological life", "sensations", "ideas", "volitions", "feelings", and "discipline of natural consequences"; they had to classify temperaments and discuss mnemonics; they had "to say what they knew" of Weber's law, the ergograph, Hincke's bird plan, Snellen's tests, and the plenum system; and they were asked what Stanley Hall, in his *Adolescence,* meant by "the low ranged mentation that hovers near the coast line of matter and cannot launch out with zest into the open sea of thought". In one of his history questions one may recognize the virility of the lecturer and, at the same time, an implied criticism of contemporary education, or at least of the catastrophic efforts of untrained, uneducated teachers to understand and apply different methods of teaching. He used words of Compayré, "Without doubt we must guard against the dangers of an education which is too compliant, too easy, which makes an abuse of what is diverting and which excludes effort." Milnes asked his students to discuss those words in the light of Froebel's teaching. It was about this time that W. S. Gilbert wrote a new children's verse for Ko-Ko's "little list" song; he added to those society offenders who never would be missed —

And those who hold the principle, unalterably fixed
That instruction with amusement should most carefully be mixed.

The least satisfactory work of the college during its first few years was the practical teaching of the students. Milnes could see no possibility of ever doing the practical training in a thoroughly satisfactory manner until the students entered the college already equipped with the necessary knowledge for teaching purposes. Then, he said, the whole time could be devoted to methods of teaching.[1] Moreover every applicant was admitted. "When meat is not available," said Milnes, "bones are better than nothing."[2] However, he was pleased when the Board decided that all pupil teachers and probationers should enter the college for at least one year at the conclusion of their period in the schools. The Committee of Advice of the Training College, in March, 1909, recommended that the Board should require, as soon as possible, all pupil teachers to attend for a one or two years' course at the College. Obviously all pupil teachers could not serve a term at the College since the teachers coming out of training were not yet numerous enough to fill vacancies that occurred in the course of each year. Circulars were issued to head teachers urging them to encourage suitable candidates to enter the teaching profession and to point out that during recent years the status and emolument of teachers had increased greatly. The secretary inserted a notice in the newspapers advising parents and young people that the qualifications for Division A (remuneration £30 a year, lodging allowance of £30 or £10 travelling expenses and University fees) were matriculation or a partial D which included reading, English and arithmetic; for Division B (remuneration £10 a year but other allowances the same as Division A's) the qualifications were the minimum age of 17 years and a pass in the matriculation examination; and the four vacancies in Division C (remuneration the same as Division B) were open to any uncertificated teacher who for the previous two years had been in charge of a school of Grade III or lower.[1] Subject to the approval of the Minister, pupil teachers were to be engaged for a period of two years, with an extension to three years at the Board's discretion. Again subject to the approval of the Minister, and unless exempted by the Board, pupil teachers were required to pass at the end of their second year the Civil Service Junior or the Matriculation Examination, or to obtain a partial pass for Class C in the Teachers' Certificate Examination in the subjects included in Group 1 in the syllabus of that examination. The Board expressed its opinion that no pupil teacher should be required to teach more than three hours a day in his first year, or more than four hours a day in his second or his third year. All probationers and pupil teachers who had finished their course of preliminary training were to be required (except in cases specially exempted by the Board) to enter the Training College for a period of one or two years at the option of the Board. The Minister was to be asked to amend the Regulation relating to the qualification for admission of students to the Training College, so as to allow probationers and pupil teachers to be admitted to the Training College as students under Division A of the Regulations on their passing the Civil Service Junior or the Matriculation Examination or obtaining a partial pass in the subjects included in Group 1 of the Regulations governing the Class C Examination. The Board was also of the opinion that no one should be allowed to enter the Training College without at least one year's service either as a probationer, a pupil teacher, or a teacher. In view of the large number of uncertificated teachers employed throughout the Dominion, the Board urged the Minister to widen the scope of Division C of the Training College Regulations so that, on the recommendation of an inspector, the privilege of entering the Training College could be extended to any teacher at the discretion of the Board. The Board felt that the allowance granted to Training College students admitted under Division C should be at least as great as that allowed to students admitted under Division A. It was agreed that, if practicable, a student who had passed through the Training College and had done good work there should receive a position better than the one vacated on entry. In order to keep in touch with the work of the students of the Training College each inspector was to be required to spend at least two days each year in inspecting them. Because of the dearth of students in Auckland the Minister permitted the admission for one year of pupil teachers who would have completed in December, 1909 a full year's service as fourth year pupil teachers.[1]

---

[1] *Report for the Year 1908.*
[2] *Report for the Year 1909.*

---

[1] For the Training Colleges' Regulations in force during 1909 see *The New Zealand Gazette*, 18 December, 1908.

New Zealand pupil teachers continued to suffer grave disadvantages. Their instruction was given by headmasters before or after school hours; English pupil teachers received instruction in Pupil Teacher Centres from specially appointed teachers during the school day. Each New Zealand Board settled by regulation the number of hours to be spent in actual teaching each day; in practice this usually meant five hours. In England no pupil teacher was expected to spend more than 200 half-days (2½ hours each day) per year in teaching; this was equivalent to about two days a week. The older New Zealand pupil teachers were placed in full charge of classes but in England no pupil teacher was supposed to have charge of more than 30 pupils. There was no provision in New Zealand for the recreation of the pupil teachers; two half-days per week were reserved free from ordinary studies for the recreation of English pupil teachers. The system in Auckland, as elsewhere in New Zealand, was a means of supplying cheap labour. "It has long been out of date," said the Auckland Headmasters,[2] "and we surely should not allow (in the twentieth century) boys and girls to do the work of mature men and women." The maximum number of students was admitted to the College in 1910. At the end of the year Milnes regretted that little work of permanent influence could be done in one year; he regarded two years as a minimum. "Indeed," he said, "it is the Third Year students in England who do the colleges most credit, and if something could be done to allow a few picked students to complete their degrees, by extending their courses to a third year, I am sure that the money would be well spent."[3] Milnes planned a more satisfactory scheme of training during 1910 than in former years. Every other week was spent in school in actual teaching or in preparing lessons or in observing class teachers. The other week was devoted to lecture work or private study. The First Year students had lectures for a week while the Second Year students were in school, and in the following week this arrangement was reversed. Thus more time was given to the practice of teaching. There were discussions on procedure, and lessons were given to Normal School classes on pre-arranged lines; to maintain the close connection between theory and practice Milnes, Cousins and the other assistants gave demonstration lessons. One of Milne's initial difficulties was the fact that few teachers were competent to criticise the students. Regulations provided for two junior assistants at a minimum salary of £90 a year; besides taking charge of classes they were responsible for some of the criticism and training in practical work. Milnes justifiably thought that the teachers in a Normal School should be the best obtainable; the best teachers would not accept such a salary; even the very worst of the students received that salary on leaving college. Up to the end of 1910 the Board did not regard it as necessary to consult the Minister on appointments to the Normal School staff. But at that time the Minister — or Hogben — was claiming that his consent had to be obtained before the Board was at liberty to make any alterations, even of a temporary character.

---

[1] W. J. Anderson, Assistant Inspector-General, to R. Crowe, 24 November, 1909.
[2] October, 1906.
[3] *Report for the Year 1910.*

Milnes recognized a difference between the holder of a C certificate and an efficient teacher. By the end of 1910, 85 of the 122 ex-students held C certificates and so one function of the College had been fulfilled to a great extent. But a certificate did not prove that a teacher had the character and power to maintain order; Milnes had to fight against the rule-of-thumb teachers who were opposed to training on the ground that the only way to learn how to keep order was to practise with large classes. But he was reasonably satisfied, after five years, that he was proceeding in the correct way. He still had one regret — that the College welcomed all and sundry, that no one was rejected. "If the time should ever come," he said, "when there are more applicants than vacancies, then judicious weeding out would allow the Board to reject those not suited for the profession; and with suitable clay to work upon even the Chief Potter might be faced with impunity." [1]

---

[1] *Report for the Year 1910.*

CHAPTER 23

JUBILEE
1907

Edward VII continued to travel for the Empire's sake, meeting Alfonso XIII on board the Royal yacht *Victoria and Albert* off Cartagena and Victor Emmanuel II at Gaeta, and journeying to Austria, Germany and Paris. The Triple Entente of Russia, Britain and France was nevertheless poised against the Triple Alliance of Germany, Austria and Italy. Keir Hardie, who in 1906 had become leader of the Labour Party in the House of Commons, caused the authorities some uneasiness by visiting India. Lord Cromer resigned from the post of Agent and Consul-General in Egypt and attacked the "irresponsible politicians" whose speeches were rousing the Eastern peoples. British suffragettes, denied the franchise which their New Zealand cousins had enjoyed for fourteen years, maintained their uncompromising march towards emancipation. Rudyard Kipling, whose flamboyant patriotism had stirred men to revolt against "the softness and sweetness of civilization", was given the Nobel prize for literature. Count von Zeppelin's airship attained a speed of 36 miles per hour, but British chests swelled again when the *Lusitania* made its maiden voyage to New York. In Auckland the year 1907 opened with a display of Fijian fire walking at Alexandra Park, devastating floods in the Thames Valley and the Waikato, the reunion of old colonists at Dargaville and the formal opening by Massey of the new Huntly school. The phonograph and zonophone were becoming more popular and from the agents for the Edison phonograph Aucklanders could purchase one of these instruments from a price range of £4 to £40 and they could add to their collection of records by paying from 1/6 upwards for each one. Early in February the four-masted barque *Herzogin Sophie Charlotte* from Bremerhaven entered the Waitemata and Auckland welcomed the youths who were preparing to fight for the German Imperial Navy. On 14 April, Mrs Hannah Letherage, the first white woman born in New Zealand, died at Te Puna, Bay of Islands, at the age of 91 years; another nonagenarian, Thomas Cheeseman, died at his home in Remuera on 24 September, and on 9 November, Henry Redwood, the "father of New Zealand turf" died at Blenheim. Sir Joseph Ward attended the Colonial Conference in April, and in the following month Hogben represented New Zealand at a federal conference in education conducted by the League of the Empire in London; the honorary representative of the Auckland Board was Leopold M. Myers, who was visiting England at that time. In May the

Board received its first parcel of *School Journals* and soon afterwards little children were reading "The Wasp and the Bee" —

From this little story let children beware,
Because, like the wasp, if ill-natured they are,
They will never be loved, if they're ever so fair.

In May, too, Ramsay MacDonald wrote to Fowlds asking him for "anything which you are issuing from your side which strikes you as being of value to me from a labour point of view or as containing reliable information about your industrial conditions".[1] Part III of the August *School Journal* told children that their Colony would shortly be known as a Dominion; and at 11 a.m. on 26 September, Sir Joseph Ward read the necessary Proclamation from the steps of the Parliament Building in Wellington. In Auckland, A. M. Myers, the mayor, read the King's Proclamation, a royal salute was fired at Victoria Park, troops and school cadets paraded, and Sir John Logan Campbell presented Colours to the 1st Battalion Auckland Infantry and the 1st and 2nd Battalions Auckland Mounted Rifles. By the end of the year a start had been made on a new ferro-concrete bridge across Grafton Gully to replace the old suspension one. While the opening of the steel cantilever bridge over the Waikato River at Cambridge and the laying of the foundation stone of a new Orphans' Home at Papatoetoe were of some importance, the event of this nature which interested Auckland educational authorities most was the laying of the memorial stone of the new Girls' Grammar School on 4 December by George Fowlds in the presence of an august gathering which included J. F. Sloman, former headmaster of the old Girls' High School.

The fact that it still had the three-acre site in Howe Street had come occasionally to the Board's notice. For example, in 1895, the City Council requested the Board to cut down all pine trees on the land because they detracted from the value of some adjacent allotments; early in 1897 the buildings formerly occupied by a kindergarten were destroyed by fire; and in July, 1905 the Board sold by auction for removal the five-roomed cottage that had been occupied, rent free, for the past seventeen years. At the end of 1905, E. T. Hart asked the Board to preserve the Norfolk Island pine which had been planted there by the Duke of Edinburgh nearly 40 years before; he made this request to save "a landmark in the city's history" because he knew that it was the desire of the Board "in these days of Imperialism that loyalty should be kept constantly in the minds of children"; the tree, he said, had been neglected and its existence was unknown "to thousands of Aucklanders whose breasts are swelling with loyalty today".[2] The story of the endowment covered the depression in the timber trade after 1885, fires started by Maori gum-diggers, the sale of timber to the Kauri Timber Co., and the investment of accumulating funds. On two occasions the Board showed some alarm at what it thought were moves to disturb the existing arrangement. In 1896 it suspected that the City Council was seeking to introduce legislation which would alter the reservation for the purpose of a Rescue Home. Its second display of anxiety occurred on the passage of the Secondary Schools Bill in 1903. The Schedule to this Act named the Auckland Girls' High School as one of the existing secondary schools. This, of course, was not correct since the school had ceased to exist as a separate institution in 1888. "The Reserves, Endowment, and Crown and Native Lands Exchange, Sale, Disposal, and Enabling Act, 1898" directed the disposal of the income from the endowment; one half was to be expended in providing scholarships for girls attending public primary schools; and one half was to be applied by the Board of Governors of the Auckland Grammar School, first in or towards keeping down interest on mortgages in respect of buildings, and the residue in or towards defraying the cost of the work of the Girls' High School whilst maintained by that Board. These payments were to continue until a separate high school for girls was established by the Board of Education under "The Auckland Girls' High School Act, 1878". Section 4, sub-section 3, of "The Secondary Schools Act, 1903" enabled the Minister to direct the application of the income of an endowment (where no secondary school existed) to the maintenance of a high school or of a district high school in the locality. But Hogben informed the Board that the 1903 Act would not affect the Girls' High School endowment. At the beginning of 1906 Hogben was responsible for an agreement being reached by the Board of Education and the Grammar School Board, that the secondary education of girls in Auckland should be conducted by the same authority that controlled the secondary education of boys. O'Rorke, as Chairman of the Grammar School Board, submitted certain proposals to the Board of Education. "It is now generally considered," he said, "that primary education should belong exclusively to the Board of Education and secondary education in the City of Auckland to the Grammar School Board." [1] The Grammar School Board expected that Parliament would make provision for the girls' school passing to its control. O'Rorke suggested that the two Boards should anticipate any legislation by agreeing to the transfer of all property held by the Board of Education for a girls' high school to the Grammar School Board. The Grammar School Board was anxious to start building in Howe Street — the Symonds Street building had become overcrowded and the girls had been forced to use St Paul's Schoolroom. "It would be desirable," said O'Rorke, "that the Board of Education should call in the £5000 lent out to the City Council to enable this Board to proceed with the erection of a school for girls." The Board of Education consented to the transfer subject to the necessary legislation and appointed Luke, Bagnall, Parr and Peacocke as a sub-committee to act with the Board of Governors. At its meeting on 5 September, the Board of Education discussed the provision of a proposed measure vesting control of the Auckland Girls' High School in the Grammar School Board. The Auckland Girls' Grammar School Bill had its first reading on 19 October. In December the Board gave the Governors a statement of accounts and the Certificate of Title of the Maungaru Block; this property had been subdivided into sections of 500 acres each for the purpose of being leased by public auction or tender, by the Commissioner of Crown Lands, as soon as the Hobson County Council had completed the formation of roads then in progress. O'Rorke expressed the hope "that the cordial co-operation that has long existed between the two Boards may long continue and that the proceedings of both Boards may long be characterized by an earnest desire to promote the cause of both primary and secondary education by their respective Boards in this part of New Zealand".[1] Bagnall, in his turn, wrote to O'Rorke, assuring him that the Board heartily reciprocated the sentiments expressed by him.[2] All was now right with the world; and O'Rorke and Fowlds told the assembly at the laying of the memorial stone that the school then being erected would be the most commodious and best equipped school of its kind in the Dominion.

---

[1] J. Ramsay MacDonald to George Fowlds, 29 May, 1907.
[2] E. T. Hart to V. E. Rice, 30 November, 1905.

---

[1] G. M. O'Rorke to the Chairman of the Board of Education, 20 January, 1906.

The creation of a Girls' Grammar School in the City was linked to the re-establishment and growth of district high schools in the Auckland District. In January, 1901, Hogben had informed the Board of the conditions under which the government vote of £550 (for one quarter) for district high schools would be distributed. Secondary subjects had to be taught in separate classes by a teacher or teachers specially qualified to teach secondary subjects and the rest of the school had to be as fully staffed as any other public school with the same average attendance. Secondary pupils were required to take arithmetic to a standard at least as high as that of the Sixth Standard. In addition to the statutory capitation, £2 per annum was to be paid for each pupil who had passed the Sixth Standard and was taking three or more of the following subjects, or 10/- a year for each pupil who was taking one subject, or £1 a year for each pupil taking two subjects: — physiology, agricultural chemistry, mechanical drawing, botany, chemistry, physics, elementary mechanics, shorthand, book-keeping, trigonometry, algebra, Euclid, French and Latin. A further £4 a year was to be paid on account of each free pupil who had passed the Sixth Standard and was taking not less than three secondary subjects in addition to English and arithmetic, — that was £6 per head per annum in all for each free pupil,[3] in addition to the statutory capitation. In addition to the extra capitation £30 per annum was to be paid to each district high school that had not less than twelve pupils who had passed the Sixth Standard and were taking three or more secondary subjects in addition to English and arithmetic. It was left to the Board to determine whether these allowances would be paid as salaries to the teachers of secondary subjects or as additions to the salaries of other teachers of the district high school. On 18 September, 1901, the Board received a letter from the Minister approving the proposed district high school at Waihi and on 2 October a similar letter was received from the Minister conveying his sanction to the establishment of the Coromandel School as a district high school. Coromandel opened on 15 October with 5 boys and 8 girls and on the 21st Waihi opened with 35 pupils. In the Northern Wairoa there was a sharp difference of opinion between the Dargaville School Committee and the Committees of Te Kopuru, Aratapu, Arapohue, and Tokatoka.

---

[1] G. M. O'Rorke to the Chairman of the Education Board, 15 February, 1907.
[2] L. J. Bagnall to Sir G. M. O'Rorke, 28 February, 1907.
[3] A free pupil was one to whom no fees were charged.

Bagnall visited Dargaville and Aratapu in February, 1902. He could see that, for the time, it would be more convenient and less expensive to establish a district high school at Aratapu than at Dargaville, and the Aratapu district high school opened on 7 July, 1902 with 26 children who had passed Standard VI. On the same day a district high school opened at Paeroa with 41 children. Opotiki district high school opened on 1 September, 1902 with 16 children who had passed Standard VI. Hogben had recommended that district high schools should not open unless more than 20 pupils were available. In March, 1905 when there were only 13 pupils in the high school class and the same number in the Sixth Standard, Mulgan recommended that Opotiki be closed. It was difficult to obtain a capable secondary teacher for so few children when the teacher's pay depended on the number of his pupils. In response to pleadings from the Opotiki Committee the Board advertised in April for an assistant who was willing to accept £120 a year but there was only one applicant. In May the roll reached 16 and it seemed probable that there would be an increase if a suitable teacher were appointed; Mulgan relented and recommended that it be kept open. The Board suggested to the Committee that it accept William J. Fletcher who had had some experience as an assistant master at Prince Albert College[1] and St John's Collegiate School. The Committee agreed and Fletcher's appointment dated from 1 June, 1905. Tauranga district high school opened on 1 October, 1902 with a roll number of only 14 but at the end of June, 1903 it was closed because of the small attendance.

In December, 1901 the Cambridge School Committee had warned the Board that soon it would be in a position to apply for a district high school. Applications made by the School Committee and statements made by the headmaster, W. R. C. Walker, B.A., began to reach the Board on 14 February, 1902. Besides the number of children, the applications were based on the situation of Cambridge at the railway head and at the centre of a closely settled district; it was, too, the market town for the country towards Taupo for about 50 miles; in short "the Cambridge School was pre-eminently one of a class for which District High School regulations were designed".[2] In September the Minister sanctioned the conversion, and at the beginning of October George Brown, B.A., of the Parnell School, proceeded to Cambridge as assistant master qualified to teach Latin, English, French, mathematics, chemistry, geology, electricity, history and political economy. The school opened on 6 October with 24 children who had passed Standard VI. The subjects actually taught by Brown at Cambridge were English, arithmetic, Euclid, algebra, French, Latin, book-keeping, agricultural chemistry, geometrical drawing, and brushwork. When he left for Paeroa he was succeeded by Arthur A. Kenny at an annual salary of £150. Hamilton West district high school which had opened in February, 1903, had a roll number at the end of the year of 30 children. It quickly experienced staffing and salary troubles. The salary of the special high school assistant depended upon the average attendance in his classes, the Government paying £6 per head per annum to the Board for the payment of salaries. To make matters worse the teacher was not paid for all his pupils since the regulation stated that unless a child made 80 per cent. of the possible number of attendances for the quarter, no payment was made on his account for that quarter. The Auckland Board, prompted by Petrie, wished to see the minimum annual salary fixed at £200 a year in order to attract qualified and experienced teachers of secondary subjects. But Hogben pointed out that it was not necessary for the extra teacher to take all or any of the secondary subjects although it was necessary that the schools be as fully staffed for primary work as if there were no secondary pupils.[1] School Committees continued to protest, with good reason, against the action of the Board in sending inexperienced teachers to undertake the work. But when the Board, for instance, advertised for applications for the position of master of the district high school at Waihi at a salary of £150 only one was received — and that from a Taranaki teacher classified D3 who wished to be employed within reach of a University College! Because the government grants were inadequate to provide for both the remuneration of a teacher employed to teach secondary subjects and the special apparatus for the high school classes the Board applied in March, 1903 to the School Commissioners[2] for a share of the income derived from Secondary Education Reserves and in August, a grant of £100 was made. "The Education Act Amendment Act, 1905" contained some provisions[3] which the Department hoped would improve the position and "The Education Amendment Act, 1908" also made provision for the staffs and salaries in secondary departments of district high schools.

---

[1] Prince Albert College did not re-open after the December holidays in 1906.
[2] George Dickinson to the Chairman of the Education Board, 30 August, 1902.

The Committee of the Onehunga public school communicated with the Board in December, 1901 requesting it to form the school into a district high school in accordance with the Education Department's circular of 8 January, 1901. This was the first application in respect of a school within reach of other secondary schools and when it came before the Board in January it was sent, without any recommendation, to the Minister. When the Board was asked for a statement of its views it replied that in view of the proximity to secondary schools at Auckland, and the facilities for daily travelling to and fro, it was not prepared to recommend the application. This opinion was also given to the School Committee. But Onehunga renewed its request, believing that the intention of the legislature in arranging for high schools was to place secondary education within the reach of people who were not in a position to pay for it. There was no high school within easy reach of Onehunga where children who did not obtain scholarships could obtain secondary education without a considerable annual expenditure. A large proportion of the settlers in Onehunga and the surrounding districts were not in a position to send their children to the schools in Auckland;

[1] G. Hogben to V. E. Rice, 23 July, 1902.

[2] At that time R. Udy was chairman and H. N. Garland secretary of the School Commissioners. The other Board member, elected pursuant to Section 2 of "The Education Reserves Act 1877 Amendment Act, 1882" was Samuel Luke. The total income for 1903 was £4347 and the sums paid for secondary and primary education were £3135 and £521 respectively.

[3] See Section 15 and Part VI of the Schedule of "The Education Act Amendment Act, 1905". Section 15 repealed Section 82 of "The Education Act, 1904".

this procedure would have cost each nearly £20 a year. On the afternoon of Wednesday, 16 April, 1902 the chairman and two members of the Committee waited upon the Board with a renewed application and furnished a list of 52 children from Onehunga, Epsom, Ellerslie, Mt Roskill and Mangere who had passed the Sixth Standard and would probably attend for secondary instruction. The Board thereupon recommended to the Minister the conversion of the school into a district high school in terms of Section 55 of "The Education Act, 1877". E. O. Gibbes replied that scholarship holders and children who had passed the Sixth Standard could now travel free by rail to attend schools for secondary education. Also he informed the Board that the general question of affording the means of free secondary education to all children who passed the Sixth Standard was receiving the attention of the Government. Six months later Seddon sent a telegram to Onehunga:— "Subject to details being arranged you may take it that the Onehunga public school will be recognized as a high school hereafter. For my own part I see the necessity for having secondary education placed within the reach of all, and the wider the service the better it is for the youth of the Colony." After waiting until March, 1903 the Onehunga Committee asked the Board to ascertain the exact position in which it stood. In May the Onehunga Committee suggested that the Auckland Board wait on Seddon but this action was not taken. Hogben enquired if there would be a likelihood that the Onehunga school would be attended by a large number of pupils from Auckland as well as by those from Onehunga itself. This was unlikely. On 18 June, Rice received a wire from E. O. Gibbes:— "Establishing of district high school at Onehunga authorized." And so, on Monday, 13 July, 1903, 90 pupils were admitted to secondary education at the Onehunga district high school — fifteen months after the Board had recommended this action to Hogben. The formation of the district high school proved to be a greater success than had been expected. In August, 1903, the roll number stood at 92 and two assistant masters, Nathaniel A. Winter and Thomas F. Warren, had been appointed. The children came from Papakura, Papatoetoe, Otahuhu, Pukekohe, Mangere Bridge, Ellerslie, Epsom, Newmarket, Remuera, Mt Eden, Point Chevalier, Wellesley Street, Beresford Street, Mangere, Prince Albert College, Parnell, Parkhurst and Onehunga. McIntosh, the headmaster, reported in September that there were 51 pupils waiting to enter the school. It now entered the depressing stage of endeavouring to secure additional accommodation. In August, 1904, the roll numbered 140, and after a short time in the Public Hall, 50 high school pupils were being taught in one of the large corridors. But, guided by Petrie, the Board refused to recommend to the Minister any relief from overcrowding. "I would recommend the Board," said Petrie, "to decline it, and to use the existence of a strong demand for higher education as a lever to move the Minister to establish a district high school or a higher grade school in or in the immediate neighbourhood of the city."[1]

---

[1] D. Petrie to V. E. Rice, 15 July, 1904.

In September, 1903, at the request of the Auckland City District Schools' Committee, the Board asked for the Minister's approval to the conversion of the Wellesley Street school into a district high school. The Board was satisfied that the conversion would afford the means of higher education to a large number of scholars residing in the City and Suburban Districts. The City District Committee estimated that, within a radius of one mile of the school, there were no fewer than 6000 children attending public schools; there were other children who attended private schools; moreover, there were many children residing at a greater distance who would avail themselves of the privilege of attending for higher education. Three months later the Department replied. It hoped that the operation of "The Secondary Schools Act, 1903" would render the suggested course unnecessary. Section 4 of this Act referred to free places and scholarships at endowed secondary schools; but the provision of free places could not solve an accommodation problem. Section 6 stated, —

> (1) The Minister may, on the application of the Board, establish a high school in any place where there are not less than sixty pupils who have obtained a certificate of proficiency under the regulations of the public school syllabus, and whose parents have expressed in writing their intention of enrolling them at such high school:
> Provided that no such high school shall be established in any place where there is a district high school or a secondary school giving free places as referred to in section five hereof, unless there are at least thirty thousand inhabitants within five miles of such district high school or secondary school.
>
> (2) Every high school established under this section shall give free education to those qualified under the regulations referred to in section five hereof.

Every high school established in this way was to be controlled by nine governors, three of whom were to be appointed by the Governor, three by the Board, and three elected by the parents of pupils. The question remained in abeyance for a year. On Thursday, 2 March, 1905, Luke, Bagnall, Rice and George waited upon Seddon at the Government Buildings, Customs Street, in support of an application which had been made for the conversion of the Grafton School into a district high school. Auckland Grammar School was the only State-aided secondary school within the City of Auckland which provided for the secondary education of boys and girls in separate departments of one building and it was attended by nearly all of the holders of National and District Scholarships, at that time about 100. Free places were granted by the Governors of the school to those entitled by law to receive them; exclusive of scholarship holders they numbered about 225. At Onehunga there were 116 qualified pupils receiving secondary education under the regulations relating to district high schools and of that number about 26 travelled by rail daily from Auckland and intermediate stations. In December, 1904, the Board had applied for the conversion of the Grafton school because it was convenient to the railway and to the tram lines. It argued that if this request were granted the pressure on the available space at Onehunga would be relieved, the Railway Department would not have to provide free conveyance for a number of pupils from the City to Onehunga, and secondary education would be provided for those pupils who would qualify for free places by gaining certificates of proficiency at the Standard Examinations. The Auckland Grammar School was available only for those who entered at the beginning of a school year; because of this sensible arrangement there was no provision for carrying on the education of those children who gained certificates of proficiency at various periods during the year. Seddon announced to the deputation his intention of authorizing the establishment of two district high schools in the city. On Monday, 17 April, Luke, Hobbs and Parr considered applications from different schools and recommended the conversion of Newmarket and Richmond Road schools under the provisions of "The Education Act, 1904". The Board adopted this recommendation and applied for the Minister's authorization. But the Board and Seddon had reckoned without Hogben. Six months after the rash promise to exercise his authority Seddon regretted that he had been unable to come to a definite decision because it had not been possible for Hogben to visit Auckland to report on the position there.[1] On Monday, 27 November, Hogben presided over a conference held at the office of the Education Board on the subject of providing further opportunities for free secondary education for the benefit of Auckland and its neighbourhood. O'Rorke (chairman), Professor F. D. Brown, Dr E. Roberton, J. W. Tibbs and W. W. Kidd (secretary) represented the Grammar School, and Luke (chairman), Bagnall, Petrie, George and Rice represented the Board. Three resolutions were adopted unanimously. The first stated, "That this Conference is of opinion that the best way in which to make additional provision for free secondary education in Auckland is by the re-establishment, under the Board of Governors of the Auckland Grammar School, of the Auckland Girls' High School." The second was, "That, to carry out more completely the same object, there should also be established in Auckland Technical Day Classes to be conducted under the Education Board." And the third stated, "That it be a recommendation from this Conference to the Board of Governors of the Auckland Grammar School to make the necessary temporary provision for carrying out the extension of free secondary education in Auckland until the re-establishment of the Girls' High School takes place." When the Normal School opened in Wellesley Street in 1906 it was regarded as a district high school. Day Classes, too, were opened at the Technical School during 1906. And the Auckland Girls' Grammar School was erected at Howe Street.

During 1903 there had been a considerable amount of interest being taken in Pukekohe in the establishment of a high school for the district. The School Committee advised the Board that Pukekohe had much to offer as a centre, that there were 20 schools within a radius of a few miles, that the Onehunga school was overcrowded, and that Pukekohe had a spare room capable of accommodating 50 children. This request was supported by the Committees of Patumahoe, Bombay, Pokeno, Onewhero, Hunua and Buckland and won the recommendation of Petrie. In April, 1904, the Minister sanctioned the conversion and the school ranked as a district high school from 1 July. It opened under its new name on Monday, 4 July, with Dennis R. Flavell remaining as headmaster. During 1906 there were nine district high schools in the Auckland Education District, —

---

[1] Telegram sent by Seddon to Luke, 8 September, 1905.

Name	Roll in December, 1906	Teachers
Onehunga	100	3
Hamilton West	60	2
Paeroa	53	2
Cambridge	44	1
Normal School	27	1
Pukekohe West	28	1
Waihi	32	1
Aratapu	20	1
Coromandel	13	1

Petrie was satisfied that these schools had successfully passed through a period of initiation. But the Board still found it difficult to secure qualified teachers and then to keep them satisfied with inadequate salaries. In 1908, T. H. Gill, an inspector of the Education Department, visited most of Auckland's district high schools. Coromandel, cut off from small schools, depended chiefly on the local school; there, a small community was making a praiseworthy effort to support the local high school — and that in spite of the languishing mining industry. At Hamilton West the secondary department was being carried on in the basement of the Hamilton Town Hall in a large room, not well lighted, with kerosene stoves because there was not a fireplace; there were no school games, yet E. Wilson, M.A., and Miss E. Collins, B.A., secured good work and a fine spirit of enthusiasm. Tauranga, where Caspar A. Semadeni was headmaster, had re-opened in October, 1907; 8 boys and 13 girls were taught by J. Dromgool, B.Sc., in a large, poorly-lighted and ill-ventilated porch measuring 24 feet by 15 feet where teacher and pupils were subject to constant interruption. At Pukekohe, Flavell gave his pupils 6½ hours of Latin and only 3½ hours of English; those who did not study Latin spent the 6½ hours on extra arithmetic. The customary division of children in the district high schools was into Latin and non-Latin pupils. Gill visited the Normal School on 24 September, 1908. The roll at that time numbered 6 boys and 30 girls; 4 of the children were holders of Senior Free Places, 20 had Junior Free Places, and 4 paid fees;[1] 28 of the children came from outside the district under the jurisdiction of the Auckland Schools' Committee. Miss Shrewsbury's methods of teaching, her thoughtfulness, thoroughness and vigour won his approbation. About a fortnight before his visit to the Normal School, Gill had visited Francis Murphy's school at Paeroa. There the senior division of 7 boys and 6 girls received its instruction from Charles Meredith; the junior division of 6 boys and 11 girls was under the immediate care of a young lad named Algie — he also took the whole secondary department for chemistry "in a literary way". Ronald Macmillan Algie was born at Wyndham on 22 October, 1888, the son of the postmaster, John Alexander Algie and his wife Agnes.[2] He passed the Sixth Standard in 1901 at Arrowtown and in December, 1904, passed the Matriculation examination as a student at the Thames

---

[1] Of the 4 who paid fees, 3 had Certificates of Proficiency but they were over 17 years of age.

[2] J. A. Algie was born in Edinburgh and his wife, formerly Agnes Macmillan, was a native of Halifax, in Yorkshire.

High School. On 7 November, 1905, he had "the honour to apply for employment under the Auckland Education Board as a pupil teacher". Of him James Adams, headmaster of the Thames High School, said, "He is of an excellent disposition, and in all respects trustworthy; his employers will always find him intelligent, painstaking and obliging." After reading, writing, drawing and singing to the satisfaction of Murphy, Algie was granted permission "to attend for a period of six months at the Paeroa District High School, and to practise teaching thereat under the direction of the head teacher", and his teaching career started on Monday, 19 February, 1906. In his teaching of reading, spelling, writing and drawing to Standards II, III and IV he showed considerable ability and on 1 July he was employed as a pupil teacher. About six weeks later the Board authorized his temporary employment as assistant master in the secondary department of the Paeroa District High School with a salary at the rate of £125 in terms of the Colonial Scale; his appointment was made permanent on 1 January, 1907.

The year 1907 marked the jubilee of the Auckland Education Board. At the beginning of the year it consisted of Alfred Richard Harris, John David McKenzie and John Stallworthy, M.P., representing the North Ward, Lemuel John Bagnall, Henry James Greenslade, M.P. and Christopher James Parr representing the East Ward, and Charles Thomas Barriball, George Edgecumbe and Frederick William Lang, M.P., representing the West Ward. McKenzie and Greenslade retired in August and were re-elected; George Joseph Garland succeeded Lang who did not seek re-election.[1] Bagnall was chairman. Twenty-three meetings of the Board were held during the year and a committee of the Board met every fortnight to deal with finance and the selection of teachers. Of the 484 schools in operation at the end of 1907, 82 were taught half-time. Four schools in the County of Waitomo were taken over from the Taranaki Education Board and two schools were transferred to the Wanganui Board. The Board did not find it practicable to arrange for the conveyance of children by road owing to the inadequacy of the grant for the purpose and to the condition of the roads in many of the outlying settlements. At the end of the year there were 33,174 scholars enrolled in the public schools; the yearly average attendance was 28,057. For a few months in the second half of 1907 no fewer than 85 schools were affected seriously by epidemics. Some Committees exceeded their power in ordering the closing of schools without first applying to the Board but the Board could not give its sanction to the closing except on the authority of the District Health Officer. Dr J. S. Purdie invoked Section 139 of "The Education Act, 1904" and some rules drawn up by the London County Council, and the order went forth that the schools had to remain open. Teachers had to remain in charge or render themselves liable to suspension. When measles attacked a teacher's own family he was instructed to carry on with the school but to isolate himself — no mean feat, considering the dimensions of school residences. Against a flood of letters and telegrams from teachers and School Committees the Board stood firm behind Regulations, Dr Purdie, and the cleansing power of Calvert's Carbolic.

---

[1] The other Board members from 1901 to 1910, inclusive, were: Joseph Blades, Theophilus Cooper, Robert Farrell, William Lambe, Samuel Luke, Norman Alexander McLeod, Dr Alexander McArthur, James Muir, Richard Hobbs, James Gillies Rutherford, Peter Mitchell Mackay, Frank Dye, Gerald Loftus Peacocke, Edmund Campbell Purdie, Andrew Joseph Farmer, David Brown Wallace, and George William Murray.

The teachers employed in December numbered 947, comprising 429 males and 518 females, including 160 pupil teachers. There were thus 787 teachers above pupil teacher rank but of those, 187 were not certificated. The Board still experienced great difficulty in providing teachers for the small country schools. But in February W. H. Worsley of the District High School at Hamilton West forwarded to the Board an application for employment made by an "exceptionally clever and industrious boy" named A. Merrington who was willing to serve his time as a pupil teacher and to enter the Training College. In January, William Burnside, aged 37 years, of Inglewood was appointed an inspector at the rate of £400 a year; he took up his duties early in March. At the beginning of the year the state of Goodwin's health did not allow him to take charge of an inspectorial district; the Board resolved to grant him full salary[1] up to 31 December on condition that he gave assistance in the work of the inspectors' department and that at the end of the year he retired in terms of the Teachers' Superannuation Act. He reached the age of 60 years on 20 October and in terms of Section 12 of the Act he notified the Education Department of his intention to retire at the expiration of three months from 31 October — that was, on 31 January, 1908. For a few days in February and March, 1909, Goodwin was temporarily employed to give assistance in clerical work in the inspectors' office. In February the Board authorized his employment as inspector of Roman Catholic schools for 1909 at the remuneration offered by the Government — an allowance of £1 for each school inspected and a capitation of 6d a head for each pupil present at the time of inspection. For that pay he was expected to visit each Roman Catholic school twice, the first being the visit of inspection and the second the visit "with notice". Between 16 March and 21 October he was employed for 71 days in visiting 23 schools; during that period he was also engaged for five days in supervising technological and pupil teachers' examinations. In April, 1910, Goodwin was re-employed as inspector of Roman Catholic schools. On 4 October, however, he died at Otahuhu.[2]

During 1907 nine schools were built, eleven were enlarged, four residences were erected and one was enlarged. Ever since 1878 when the Education Act had come into force the funds at the disposal of the Auckland Board for building purposes had been insufficient to meet requirements. Most of the early buildings in the Auckland District were provided by means of local contributions in money and labour, supplemented by grants-in-aid from the Board. Auckland always had to face the task of erecting and maintaining the largest number of separate schools of any district in the Colony owing to its vast area and to the extraordinary number of outlying settlements. For the first twenty years after 1877 the parliamentary grants for buildings were distributed upon the basis of population; no account was taken of the number of separate schools to be erected and maintained, except that in 1879 a slightly increased grant was made to Auckland. From 1899 to 1902 the building grants were distributed upon the basis of "average attendance", no account being taken of the number of separate schools. The inadequacy of the grants was brought to the notice of the Government in each annual report to the Minister; and appeals were often made for a more liberal distribution. These representations were met in 1899 by the system of making special grants for building new schools and for enlarging existing schools to meet the demands of increased population. By this division of the parliamentary building grants the Auckland district benefited to a considerable extent. The Select Committee on Education set up by the House of Representatives in 1903 laid down the principle that the ordinary maintenance of school buildings, the rebuilding of schools destroyed by fire, and the erection of new schools, substantial additions and teachers' residences, were separate departments of work, so distinct in character as to require treatment upon separate lines. From 1903 the ordinary grants for the maintenance and renewal of school buildings were distributed, by direction of parliament, on the basis of a percentage upon the existing cost of construction of school buildings in each district. Yet in October, Muir resigned as a protest against the Board's extravagant building expenditure.[1] The Board was unable to avoid a large encroachment upon its ordinary Building Fund. In some instances large and costly buildings were erected without any help from the Vote for new buildings. For example, new schools with improved and increased accommodation were built at Onehunga and at Bayfield, costing £3500 and £2000 respectively, and no special grant or allowance was received by the Board in respect of the additional accommodation provided. In other cases where a special grant had not sufficed to defray the cost of the work, the deficiency was met out of the ordinary grant. In a Departmental Circular dated 20 January, 1905, the Board was notified that the ordinary grant for school buildings had been distributed "in accordance with the report of the Education Committee of the House of Representatives, 1903 and 1904". After stating that the amount allotted to Auckland was £11,283 the Circular continued:

---

[1] In June, 1906, the Board had increased Goodwin's salary by £25 — the first increase for twenty years.

[2] His home was in Racecourse Parade, Remuera.

> In future it is the intention of the Government to follow the recommendation of the Education Committee in regard to the distribution of the building votes, and I have further to ask you that the moneys thus distributed shall be expended in strict accordance with the recommendation of the Committee, and with the appropriation of Parliament. Accordingly, the purposes for which this grant ("the ordinary grant") is available are as follows:— Maintenance, renewal and rebuilding of school buildings, (including apparatus, fencing, furniture, etc.), maintenance of school residences, rent of buildings used for school purposes in cases for which special grants are not given. Small alterations and additions, the total amount expended for all schools in the district under this head in any calendar year not to exceed 7 per cent. of the ordinary grant for school buildings, and the additional floor space provided in any one school or residence out of the same vote in any calendar year not to exceed 400 sq. ft.

After 1903 the amounts allocated for ordinary building purposes and for rebuilding were not stated separately. The grant for the maintenance of school buildings proved sufficient for little else than keeping the existing buildings in a fit state of repair. When, early in 1905, the time came for the Board to fill in a number of columns showing its expenditure on public schools for 1904 it met a few difficulties. Under the heading of Maintenance there were three columns — teachers' salaries, teachers' house allowance, and "other ordinary expenditure". Under the head of Buildings there were four columns; the first three related to expenditure of the grant for general maintenance of school buildings — for rebuilding, for rent, and for repairs and painting; the fourth column was intended to show the expenditure out of special grants for new buildings, sites, furniture and apparatus. In Waihi an addition to the teacher's house became necessary by the growth of his family; several schools required the addition of shelter sheds or wash-houses; rents were paid on the sites of buildings which were erected on leasehold property such as those in Beresford Street and Chapel Street; the school at Amodeo Bay had been held in a private building and the materials for the school building were supplied at a cost of £71; a site had been purchased at Pukekohe without a special grant from the government; and furniture and apparatus were supplied to new schools which were opened in private buildings. The Board did not know into what categories those items fell. Owing to the great number of transactions, the varied nature and scope of the Board's work, and the area to be traversed in the Auckland District, the architects, at that time Mitchell and Watt, found that their duties could not be performed satisfactorily. The new system of obtaining special grants for new buildings increased the volume of work to be undertaken. The introduction of technical and manual training introduced a further measure of work of a difficult and intricate kind. To keep the Board's work in the line of progress required more time for investigation and study than the architects were permitted. It had proved impossible for them to inspect the various works in progress. They suggested to the Board that two departments — a maintenance department and a new buildings department — be set up. A sub-committee consisting of Luke, Bagnall, Harris, Hobbs and Parr re-arranged the work of the architects. Mitchell was to prepare plans and specifications and to supervise the erection of all new buildings, all additions and all residences for which special grants were made, all new buildings for manual, technical or high school purposes, and the equipment of all these buildings. Watt was to prepare plans and specifications and to supervise the rebuilding, enlarging or renovating of existing schools and residences. He was also to prepare contracts for painting when that was required. He was to prepare drawings of school furniture, and to supervise the manufacture of school furniture and to arrange for the supply of school blinds. He was given the direction of all foremen carpenters, painters, and others employed by the Board for tarring and sanding, fencing and draining operations. Watt was also expected to look after the supply of miscellaneous materials, such as stoves, tanks and piping. In the matter of remuneration Mitchell was to receive a commission of 5 per cent. on the cost of all the buildings with which he was concerned, together with actual travelling expenses; Watt, on the other hand, was to receive a salary of £350 a year, with the cost of stationery, and half the rent of his office. Like Mitchell he was given actual travelling expenses, and both Mitchell and Watt had the right of private practice. The remuneration was to include all special reports, estimates and advice when asked for. This arrangement was approved by the Board and took effect on 1 April, 1905 but on 1 September, 1907, John Farrell, aged 39 years, was appointed architect.

---

[1] Muir died on 4 January, 1906 at his home in Remuera Road, aged 60 years.

Other Boards also found that the special grants for the erection or enlargement of school buildings were insufficient. The Otago Board in 1906 allowed 10 square feet per pupil in determining the size of classrooms; North Canterbury and Wellington, in accordance with the Minister's Report for 1901, allowed 12 square feet of floor space per pupil. The Minister had decided on a minimum of 12 square feet and an allowance of cubical space not less than 200 cubic feet, the height of each classroom from floor to well-plate being at least 14 feet. Of Auckland's schools ten had less than 10 square feet for each child and one school had less than 8 square feet for each of its children. The floor space, area of the site, and roll number of some of Auckland's schools at October, 1906, were, —

	Floor Space (sq. ft.)	Roll No. at Oct., 1906	Area of school site
Napier Street	6523	478	2 roods 31 poles
Nelson Street	5462	520	3 roods 8 poles
Ponsonby	6886	820	1 acre 0 roods 22 poles
Richmond Road	6893	830	1 acre 1 rood 38 poles
Bayfield	4750	397	1 acre 0 rood 14 poles
Grafton	5804	621	1 acre 2 roods 30 poles
Pt Chevalier	2661	209	3 acres 0 rood 0 pole

Beresford Street school with 636 children had 6808 square feet of floor space, and 291 children at Chapel Street school had 2816 square feet. Over a few years the approximate cost per pupil of school buildings including furniture, fencing and sheds, but exclusive of the purchase of sites, had been £7 in Otago for wooden buildings and £10 for brick buildings per square foot (floor space); in North Canterbury the figure varied from £8 to £10. The approximate cost of the erection of residences and outhouses in Otago was 6/8 per square foot (floor space); the approximate cost of North Canterbury residences varied from £340 to £360 (5 rooms) to £450 to £500 (6 rooms). The accommodation provided by the Wellington Board for teachers had not been in keeping with the dignity of the position; in some instances the houses consisted of no more than two rooms but during 1905-6 three or four residences of a better type had been erected. None of the Boards had been able to understand the scale allowed by the Department for the erection of new school buildings. There was general dissatisfaction with the way that moneys were devoted to maintenance, repairs, small alterations and the rebuilding of school buildings, and especially with the grant for additions and new buildings; there were complaints that the Education Boards were too limited in their sphere of action; and the central Department had not given Boards assistance either in regard to types of schools and their characteristics or in the matter of school furniture and its efficient use. In 1907, under the authority of a Departmental Circular dated 9 February, 1906, the Board transferred from the Maintenance of School Buildings account to the New Buildings account a sum of over £8000 because the government grants had been insufficient in many cases to carry out urgent works. Of the expenditure incurred during 1907 £138,370 was for administration and teachers' salaries, £4996 for secondary education, £14,309 for the maintenance of buildings and £11,594 for new school buildings. The School Buildings Maintenance Account was charged with the sum of £8471 which had been expended on new school buildings; there was a deficiency in the New Buildings Account owing to the inadequate amount of special grants; the Government refused to provide the whole cost of new buildings.

In spite of criticism and financial difficulties New Zealand education had recently made extremely important advances in native education, the training of the blind, deaf and mentally defective, the care of neglected children, advanced technical education, manual training in primary schools, salary scales for teachers, scholarships, the extension of secondary education and the provision for proficiency certificate holders of free secondary education. The march of education was towards the goal described by Charles Kingsley, author of *Westward Ho!* but also one of the "muscular" Christian Socialists of the mid-nineteenth century. "If a citizen," he said, "has one right above all others to demand anything of his country, it is that he should be educated, that whatever capabilities he may have in him, however small, may have a fair chance of development."

CHAPTER 24

JOLLY GOOD FELLOWS

1908

In 1908 Wilbur Wright flew 30 miles in 40 minutes at Dayton, Ohio, and the word "aeroplane" came into use. Asquith, leader of the Liberal Imperialists, became the British Prime Minister, with Lloyd George as Chancellor of the Exchequer and Winston Churchill as President of the Board of Trade. Suffragettes raided Downing Street and the militant Women's Freedom League stormed the House of Commons demanding votes for women. America's "white armada", under the command of Rear-Admiral Sperry, visited Auckland and the Board of Education authorized an extra holiday to be observed in its public schools on Monday, 10 August. From an educational point of view the year in New Zealand was noteworthy for two acts of legislation, "The Education Act, 1908" and "The Education Amendment Act, 1908". When Fowlds, on 27 August, moved that the Amendment Bill be committed he stated that its main purposes were twofold — namely, (1) to improve the status of the teachers of the Dominion, and (2) to strengthen the staffing of the primary schools. Both of these objects, he said, had the same ultimate aim — the improvement of the primary education of the children of the Dominion. The Act came into operation on 1 January, 1909.

Overseas and national events did not destroy "the genuine spirit of localism". When the Board proposed to call a new school "Richmond", T. U. Wells suggested to his Committee that it might ask the Board to select some other name in order to avoid confusing it with Richmond Road. The Ponsonby District Schools' Committee suggested Arch Hill, Grey Lynn or Warnock and on 22 January, 1908, the Board changed the original name to Grey Lynn. On 1 April, Lake School changed its name to Takapuna, in August an Infant Department comprising three rooms was completed at Beresford Street, and during the year the Ellerslie school was connected with the Mount Wellington Road Board water supply. The first encampment of Auckland School Cadets was held at Papakura during the first week of March. R. H. W. Bligh, travelling lecturer to the Australasian White Cross League, visited public schools and promoted purity amongst men and boys, a chivalrous respect for womanhood, the preservation of the young from contamination, and a higher tone of public opinion.[1] And in June, Bostock and Wombell's menagerie and novelty circus descended upon Mechanics' Bay and made use of the Board to advertise its collection of wild and rare animals by conducting a zoological essay competition open to all children between the ages of 6 and 12 years attending public and private schools in Auckland and the suburbs. Of a more serious nature were the "special reports". New Regulations for the Inspection and Examination of Schools directed that an "Inspection Report" should be presented by the inspector after one of the two visits which he was to make to a school in the course of each year. The Regulations stated further that "a Special Report may be presented after any visit". W. J. Anderson, assistant inspector-general of Schools, said that "a special report" was intended to be any report specially directed by the Board or made by an inspector in the general course of his duty "that from the nature of the topic treated, or for any other reason might not fairly be regarded as coming within the customary scope of the 'inspection report' required to be made annually on every school after one of the Inspector's visits".[1] This reply did not throw much light on the matter, and Petrie, therefore, asked the Board for direction. In August, 1908, the Board instructed the inspectors to issue a Special Report of each Annual Visit-with-Notice to a school; comments were expected on compulsory subjects, additional subjects, instruction of the primer class, order, discipline and tone of the school, and the efficiency of the school. At the Visits-with-Notice inspectors now had to undertake an amount of inspection sufficient to enable them to report with confidence under those various heads. Petrie suggested that it would be enough if an examination were made of two of the classes below the Sixth Standard, supplemented by some oral arithmetic and oral composition in other classes; a scrutiny of some of the papers worked for the teachers' periodical examinations also afforded the inspectors useful and relevant evidence in regard to the condition of schools. To the inspectors, Petrie said, "I wish the spirit of the Regulation, which provides that only a part of the Inspectors' time is to be devoted to examination at the Visit-with-Notice to be respected in all cases." Because of the undue amount of repetition and because the "spirit" of the Regulation was not very obvious the Board discontinued the use of the Special Report Form in March, 1911. After the inspector's Visit-with-Notice only one report was returned in all cases where the work of the school was satisfactory. This report — made on a blue form supplied by the Department — followed the Visit-with-Notice and embodied the inspector's estimate of the efficiency of the school as the result of observation and tests during the two visits usually paid. In cases where schools were inefficient a special report was made following any visit without notice.

---

[1] He was first given encouragement by the Board in 1906.

Purdie found it impossible to carry on the onerous duties of an inspector and at the end of March he tendered his resignation; it took effect on 30 April. The Board appointed as his successor James Thomas Gostick Cox. He had entered the service in May, 1886 as a pupil teacher; in January, 1889, he had taken charge of the Maunu and Otaika half-time schools until in January, 1891, he had gone to Hukerenui North; from July, 1897, he had acted as a relieving teacher. A year later he had been appointed head teacher at Taupiri. At the request of the Board he had relinquished that position on 25 April, 1904, to act as inspector in place of Goodwin, who was ill. He had resumed his duties at Taupiri on 1 July and it was from there that he was elevated to the inspectorate.

---

[1] W. J. Anderson to D. Petrie, 25 July, 1908.

C. J. Parr, who had been elected to the Board in August, 1903, succeeded Bagnall as chairman on 19 August, 1908.[1] Board members recognized his grasp of business procedure, they appreciated his tact, impartiality and urbanity, and they approved his sincere desire to advance educational matters and to extend to all the advantages of free education. Parr's term as chairman was a period of great activity. He succeeded Bagnall, however, at a time when the Board's finances were seriously affected by new regulations under which the statutory capitation grant of 11/3 was paid on the totals of the yearly average instead of, as formerly, on the average of the preceding quarter. The earlier method was reverted to in July, 1909.

In September, 1908, Hogben submitted to Fowlds a report of his visit during 1907 to certain schools and other educational institutions in Europe and America.[2] In the introduction Hogben directed some of his remarks to the public at large. Influenced most by the high standard, thorough efficiency and natural and smooth operation of the Swiss national system of education, he said that "as teaching should be real, having direct relation to the practical needs of life, so should the control of educational affairs be not merely the function of special officials, but the business of every citizen, and thus, so to speak, in vital contact with the heart of the nation". Some years before this he had advocated "autocracy tempered by discretion" and the Board was well aware that there was no similarity between his conduct as inspector-general and the fine words of his report. "In comparing the educational systems of various countries," said Hogben, "it is necessary to take into consideration the aims or ideals that the leaders of national educational movements set before themselves, the machinery by which they attempt to reach those aims — that is, the system of administration, and the range and the methods of teaching — the cost of education, and by whom it is paid, and the national character of the people, which often, but not always, determines the aims and ideals of the national system of education." He took for granted that administrators had educational ideals, yet so frequently were criticisms made of Boards and Committees that many taxpayers doubted whether all administrators possessed, or were capable of possessing, "aims or ideals" in education.

1909

On 25 February, Rice left Wellington on the S.S. *Ionic* for Plymouth and London *via* Monte Video and Teneriffe. His leave was extended to 31 January, 1910 at which date he was compulsorily retired on superannuation. At its meeting on 2 February the Board placed on record its appreciation of the very able and faithful service rendered by him

[1] Bagnall had been chairman from April, 1900 to August, 1902 when he was succeeded by Muir. Hobbs followed Muir in August, 1903; Luke became chairman in August, 1904, he was re-elected in 1905, but when he died on 28 May, 1906 Bagnall assumed the office of chairman again; Bagnall was re-elected in August, 1906 and August, 1907.

[2] For the details of this report see *Appendix to the Journals of the House of Representatives*, 1908, E. - 15.

during thirty-three years. Parr called him the doyen of educational officials in New Zealand. "Such was the force of his personality, such the impress of his active mind on the Board's work," he said, "that it is no exaggeration to say that in past years the public often regarded Mr Rice as the Education Board." That was intended to be the highest compliment Parr could pay to the ability of Rice. Yet therein lay an unconscious criticism of the Board's administration. The office was understaffed and overworked; Rice was as disdainful of standing orders and regulations as he was intolerant towards his staff. "Whenever I have reason to criticise any portion of the work of a subordinate officer," he said, "my remarks should be listened to patiently and my instructions should be carried out cheerfully and loyally."[1] There were between 400 and 500 annual changes of teachers and Rice paid more attention to this excessive removal and appointment of teachers than to building sites. Rice, of course, was not an elected Board member yet his influence extended beyond the administrative into the educational field. His assumption of so much responsibility seriously restrained the initiative of an impermanent Board; this, along with simultaneous changes in education beyond the experience of farmers, lawyers, booksellers and estate agents, encouraged the Board to surrender its powers and duties to individuals and sub-committees. When Rice retired he was succeeded in office by the ebullient Richard Crowe.[2]

Members of the Board, inspectors and teachers met in conference at the Training College on Wednesday, 30 June, 1909, to consider the practical working of the syllabus of instruction in the public schools. The convention consisted of Parr, Bagnall, Barriball, Edgecumbe, Garland, Greenslade, Harris, McKenzie and Purdie of the Board, Petrie, Grierson, Stewart, Garrard, Burnside, Cox, Plummer, and Crowe of the inspectorate, Milnes of the Training College, Wallace, representing George of the Technical School, and representative teachers who had been appointed by the N.Z.E.I.; the teachers were J. Armstrong and T. U. Wells (schools of Grades IX and X), N. R. McKenzie and C. R. Munro (VI, VII and VIII), G. Lippiatt and D. Russell (IV and V), G. W. Murray and Maurice Priestley (I, II and III) and two other representatives, H. G. Cousins and F. N. R. Downard. Dr W. J. Anderson, assistant inspector-general, and Gill, inspector of secondary schools, were received as visitors. The business of the gathering commenced when Munro proposed that the syllabus, although undoubtedly marred by some defects, was, "broadly speaking" an excellent one, and was in accordance with modern ideas on education. Bagnall suggested the use of "good" in preference to "excellent". There were others in the country who would not have been as extravagant in their praise as Bagnall. But the Auckland conference having agreed that the syllabus was excellent entered upon its discussions. The only points agreed to during the first session were that the reading matter in the *School Journal* should be graded in order to coincide with the year's work since pupils in the public schools were now promoted in February, and that a number of the *Journal* should be issued especially for Standard I. When the conference resumed on Thursday Parr announced that the Board had been unanimous in its opinion that the syllabus contained so many defects that it could not be considered "excellent". On the motion of T. U. Wells the gathering agreed with the criticism of the inspectors that the principle of the right of the teacher to make a reasonable selection from the syllabus was not recognized adequately in the Auckland District. The only other matter decided before lunch was the fact that geography was unduly emphasized in the syllabus and too much time was being devoted to the preparation of pupils for written examinations in difficult mathematical geography to the exclusion of other important phases of the subject. During a three hours' afternoon sitting the speed quickened somewhat and features of geography, history, arithmetic and English, grammar, handwork, examinations, drawing and recitations were discussed. The teaching of history and geography (Course B) by means of text-books then in use had proved unsatisfactory; it was agreed that text-book reading should be supplemented by oral teaching. It was agreed that the arithmetic syllabus should be re-cast. In the opinion of the conference the subject of English as a whole was the most important in the syllabus, more time should be provided for its study by reducing the requirements in arithmetic and geography, and an increase should be made in the marks allotted to it in the Proficiency Examination; it agreed with Petrie that more definite teaching in grammar was desirable. The introduction of handwork had been of material benefit to the schools both directly and indirectly but it was felt that one hour per week was sufficient for that subject in Standards I and II. Munro persuaded his fellows that geometrical drawing ought not to be required from girls. He also convinced them that clerical work had now become so involved and voluminous that the results of not more than two periodic examinations by headmasters should need to be recorded. Teachers were alarmed at the undue disruption of the school work by the withdrawal of pupils from their daily routine in order that they might take part in demonstrations, reviews and cadet camps. Just before the busy afternoon finished the meeting agreed to two recommendations made by Petrie, — first, that the Minister should be asked to supply to schools a relief map of New Zealand "as correct as can at present be made out", and second, that in the teaching of recitation, the pieces should be very carefully chosen and should be kept up for at least three years with additions each year. The conference resumed at 7.40 p.m. It was obvious that better reading books were required, that teachers should select the handwork most suitable for their schools, and that there were too many forms to be filled in. The conference ended with a hearty vote of thanks being accorded to Parr and the members of the Board for having given inspectors and teachers the opportunity to discuss the "excellent" syllabus.

---

[1] V. E. Rice to the Chairman and Members of the Education Board, 4 April, 1905.

[2] Crowe was appointed Secretary and Treasurer and R. R. J. Ray as Assistant Secretary on 10 November, 1909.

In his summary for the year 1909-1910 Parr referred to the syllabus conference. He still had the feeling that the syllabus was very far from being a perfect document. "We are told," said Parr, "that its great merit is the latitude of choice and selection it gives the teacher. This, no doubt is a very excellent thing; but a field may be so wide and spacious and possess so many paths and mazes that one can easily get lost in it. And so I am afraid it is with the syllabus. It is so comprehensive, it embodies so much, it is so lacking in directness, so vague, and indeed in places ambiguous, that we can well understand that to many of our more experienced teachers the width of choice it offers may be an embarrassment and a hindrance." He doubted whether the Training College would cure this. "My point," he said, looking back on the days of Habens and O'Sullivan, "is that in the meantime much of the teaching lacks that former definiteness and positiveness which I am old-fashioned enough to think possessed more merit than some educationalists are disposed to allow." He gave what he considered to be defects in the syllabus from a layman's point of view. Arithmetic, he said, was badly arranged and he wanted more use made of the 'long tot' because "boys of today are much less accurate in the elementary rules than the boys of ten years ago". He objected to commercial and political geography being "relegated to a secondary place to satisfy the whim of any educational authority". The abolition of all formal grammar instruction was "anything but an unmixed blessing" and the teaching of English history from a reading book was not sufficient. "Hitherto," he complained, "the Departmental officers and their inspectors in biennial conference have pronounced upon the Syllabus. In my opinion it would be well for the cause of primary education if some attention were paid to the views on this subject of the men who have the work of practical administration." There was always the possibility, not mentioned by Parr, that the pedagogical knowledge of administrators could be extremely limited — perhaps even less extensive than that of teachers and inspectors. However, Parr did bring into prominence a feature that during the Hogben autocracy was showing signs of decay — that Board members had other educational responsibilities besides those which were solely administrative.

The inspectorate was increased in December, 1909, by the appointment to it of George Howard Plummer. He had started his teaching career on 1 August, 1888, when he had been appointed to the Napier Street school as a probationer on three months' trial. In November he became a junior assistant at Newton West at a salary of £40 a year. In April of the following year the Board advised him to avoid his harshness of manner towards the pupils and to endeavour to show more sympathy with them; he was given a further trial of employment for three months at the Mt Albert practising school but in August the Board advised him to resign after it had come to the conclusion that he was not likely to become a successful teacher. Airey recognized that he had considerable mechanical skill and kept his class in good order; but those good points were discounted by a want of originality and a hard, unsympathetic manner. The surprised Plummer did not resign; instead, he asked for an increase in salary. He received an increase of £10 and was transferred to Wellesley Street, under Worthington. In August, 1891 he was despatched northwards on the S.S. *Wellington* to take charge of the

Mangapai Nos. 1 and 2 half-time schools. There, at intervals during five years he suffered neuralgia, lumbago, rheumatism and exposure consequent on forcing his way through the notorious northern roads, he kept order, taught mechanical work well, improved slightly in his manner and ability to create an interest in his lessons, and made innumerable applications for removal. At the end of 1896 he escaped from what he called "the peculiar disadvantages and inconveniences that are experienced by a teacher of half-time schools in the roadless north", [1] and became first assistant master at Richmond Road with an annual salary of £140. Plummer took a keen interest in athletics, rugby, cricket and school cadets and he was a very prominent member of the Educational Institute. He resigned from Richmond Road at the end of February, 1909, in order to act temporarily as an assistant inspector; during that year he received the degree of LL.B. After nine months he was appointed inspector of schools.

1910

Edward VII died at Buckingham Palace on 6 May, and at noon on Tuesday, the 10th, George V was proclaimed Supreme Lord in and over the Dominion of New Zealand and its dependencies at a public ceremony in the front of the Parliamentary Buildings, Wellington. On the last day of May the Act of Union came into force in South Africa and soon Louis Botha and Jan Christian Smuts were governing the new nation. On 23 June the Duke of Cornwall was created Prince of Wales, and in July Bleriot flew the Channel, Jack Johnson knocked out James J. Jeffries, Dr Alice Burn and Lady Stout gave a suffragette demonstration at Hyde Park a New Zealand tincture, and Crippen and Ethel le Neve were arrested. F. E. Baume, M.P. for Auckland East, and Richard Hobbs died about the middle of the year. On 1 August, Sir Joseph Ward laid the foundation stone of Auckland's new Post Office. On Tuesday, 28 November, New Zealanders — "most hospitable and friendly people" — bade farewell to Captain Scott and the *Terra Nova* left Dunedin for the Antarctic.

A General Education Conference assembled at 10 a.m. on Thursday, 10 February, in the Legislative Council Chamber, Wellington. It was the first attempt to hold a conference representing all the forms of educational effort in the public service of the Dominion — primary, secondary, technical and higher education. In his introductory speech to the members Fowlds mentioned a few topics of the first importance on which Education Boards were entitled to speak with authority; they included building grants, attendance basis of teachers' salaries, free school-books, conveyance of children to country schools, election of Boards, method of appointing teachers, allowances to School Committees, grants for new schools in newly settled districts and the centralization of schools. Those subjects, he said, were outside the scope of that conference. And since there were no representatives of Education Boards invited, Fowlds and Hogben evidently regarded the work of the primary school, the relation of primary schools to secondary and technical schools, and the work of the University and Training Colleges as outside the intellectual and administrative range of Boards. Yet in his address Fowlds unconsciously admitted the folly of separating educational from administrative matters. "Questions of education," he said, "cannot be separated from the question of money."

---

[1] G. H. Plummer to V. E. Rice, 2 September, 1895.

Hogben invited Petrie, as the most experienced inspector in New Zealand, to state his views on primary education. He did not think the existing syllabus was perfect but it was certainly one that allowed and encouraged the intelligent teacher to do highly efficient work. It left perhaps too much latitude to the average teacher. There was a very large number of small schools in New Zealand staffed by poorly-paid teachers of small capacity and low qualifications. He felt that more direct guidance by a wise Department might have done much good. George George, who represented technical schools and rural education, gave the Conference the fruit of his observations. The primary schools, he said, were concerned but little with the fundamental education of girls for their natural function of wives and mothers. He wanted to see improvements made in the ventilation, lighting, desk accommodation, and general equipment of the school buildings. If these improvements were made it would mean greater efficiency in the work of the children, and less fatigue. He called attention to the large number of pupils who left school and drifted into occupations which did not offer them a bright future. This was a problem, he said that was agitating America and England, and one result had been the establishment of vocational schools. Possibly the curriculum, especially above the Fourth Standard in the larger towns, could be modified so as to give a more vocational basis to the teaching of the older pupils. With reference to the work in the schools generally, George said that the tendency of educationists all over the world was to make the schoolroom more of a laboratory and a workshop. Hogben told the Conference that one of his ambitions was to decrease the average age of children in the highest Standards by one year. New Zealand children reached at 13 or 14 years a standard of work which could have been reached without any difficulty at 12 or 13 years. The high average age of Standard VI appeared to be due to the length of time that children were being kept in the infant classes. In Auckland during 1910 the average age of Standard VI children was 14 years 1 month; the average age for Class P was 7 years 2 months and for Standard I, 9 years 5 months.

The Conference agreed with Cousins that the syllabus of work for primary schools was based on sound principles, and was generally well adapted to the needs of the pupils. The primary school teachers, he said, after four years' experience of the syllabus, were almost one in the opinion that the syllabus had brought the teaching into closer touch with the child's life, and that it aimed at the development of the child's mind. He thought that the syllabus had been made broad intentionally. All of the many separate subjects were parts of one integral whole, representing the expanding environment of the child's life. In training the child they must remember the whole development of the child's mind, and not specialize early in a few subjects. But it was not the syllabus alone that was guiding the education of our schools. Very largely it was the work of the inspectors, and the examinations set by those inspectors. So long as teachers were human the standard set by the examinations would have more to do with the governing of the schools than the syllabus. Cousins felt that it would be a good thing if teachers could emphasize the practical aspect of arithmetic and relegate some of the other aspects to the secondary schools or leave them out entirely. If that were done, he said, teachers could give more time to English as Professor T. Gilray of Otago had suggested. Unlike George George in Auckland, Gilray had found that composition was not so good as it had been ten or twelve years ago. Professor F. W. Haslam of Canterbury had regretted, with Gilray, that children's knowledge of grammar was much less accurate than it had been formerly; children were now unfamiliar with the technical terms of grammar. "When you speak to some children of gender, number, case, plural, singular and so on," said Haslam, "a look something like that of a gingerbread rabbit in a confectioner's window comes into their faces."[1] Cousins said that with the exception of history, geography and arithmetic, teachers generally found the syllabus satisfactory. The troubles that had arisen in many parts of the Dominion had not been chargeable to the syllabus alone. The N.Z.E.I., said Cousins, had expressed the opinion that before there could be a proper interpretation of the syllabus the inspectors must be, as far as the syllabus was concerned, officers of the Department. Evidently Cousins had observed that Boards of Education did not consider the working of the primary school to be outside their scope.

The Conference agreed that the avenue to secondary education should be quite free and unrestricted, eligibility to be dependent upon one primary school-leaving certificate awarded on the joint representation of the headmaster and an inspector of schools. It also stated that the kinds of secondary education to be received by any one holding a primary school-leaving certificate should be determined by the child's aptitude and capacity discovered during the last three years of the primary school course and by the indication of the parent regarding the time — one, two, three or four years — during which the child might attend a secondary institution. George convinced the Conference that the school-leaving age should be fifteen years. These resolutions, however, did not emphasize the very great importance of the interrelation between the primary and the secondary school. The great want of continuity of effort, said Cousins, had shown itself in the question of the training of teachers. The system had grown up whereby teachers of primary schools were trained, yet secondary teachers were untrained for their vocation. Cousins thought that there would be a great improvement in New Zealand education if the primary school teacher could realize what was required in a secondary school and lead up to it and if the secondary school teacher kept thoroughly in touch with the primary school. Cousins knew of no more practical way of bringing about a bond between the two classes of schools than by having the same inspectors for the two grades of schools. He had no difficulty in convincing the professors, secondary and primary teachers, training college principals and others of professional standing who were present, that efficiency in New Zealand's education system called for much closer correlation between primary and secondary (including technical) schools than existed in 1910. But the untrained New Zealand secondary teachers continued to maintain their remarkable exclusiveness.

---

[1] Compare the remarks of Gilray and Haslam with the following opinion expressed by Joseph Ormond in Volume I of *The New Zealand Illustrated Magazine* — "It is utterly absurd to expect a child knowing next to nothing of English grammar to learn Latin; yet this is what much of the lower secondary school work has come to — the teaching of subjects to children who can form no adequate idea of what they mean." This was written in 1899.

The large crowd that gathered in Auckland's Domain on Tuesday, 1 March, witnessed a splendid display of marching by over 4000 cadets in honour of the visit to Auckland of Lord Kitchener. The Board was gratified with the parade and congratulated "the officers and men" on their appearance. At its meeting on the following day, the Board departed from the realm of education and, moved by the patriotic Parr, placed on record "its sense of the importance of the visit of Lord Kitchener to New Zealand", and its belief "that Lord Kitchener's advice as to the proper measures for the defence of the Empire will be of the greatest benefit to the Dominion". On the 4th Petrie gave notice that he would resign at the end of the year. The Board granted him leave of absence, with payment of salary in full, from 1 July until the end of the year, and appointed Irish-born Edward Ker Mulgan, then aged 52, as his successor. Mulgan had entered the service of the Board in 1886 as a probationer at Wellesley Street school (1886-87). Before that time he had married and had acquired a family, had found farming unprofitable, had worked in a store in Tauranga, and had edited the *Bay of Plenty Times.* After holding appointments as first assistant at Otahuhu (1887), head teacher at Katikati No. 2 school (October, 1887-1890), and first assistant at Parnell (July, 1890-1894) and Newton West schools (from February, 1895) he had been appointed to the office of inspector in July, 1898. In 1895 he had graduated in the University of New Zealand and in the following year had obtained First Class Honours in natural philosophy. In addition he had gone through the course for the B.Sc. degree in chemistry and physics, and had done some work in botany and biology. As a part-time student at Auckland University College, he had impressed Aldis and Thomas by his ability and diligence; and as a teacher he had always received the commendation of inspectors for the quality of his instruction and the order which he maintained through his style of oral teaching and his patient, gracious and sympathetic manner. His classification, A1, had been obtained in 1897. As an inspector he had won the esteem of all teachers. Of him Petrie said, "He cherishes high and enlightened aims in Education. He has shown a keen interest in all the more modern developments of Education, welcoming their merits while alive to their sometimes too sanguine expectations." In February, 1906, Mulgan had resigned his position under the Board on his appointment to a similar position in North Canterbury. It was during February, while Mulgan was preparing to travel south, that R. D. Stewart had been appointed as an extra inspector. At the end of March the Board had appointed as Mulgan's successor Charles Wilson Garrard, B.A., headmaster of the

Papanui School, at an annual salary of £400. Thus when Mulgan entered upon his new duties on 1 August, 1910, his fellow inspectors were Grierson, Stewart, Garrard, Burnside, Cox and Plummer. In their report on the inspection of schools for 1910 they paid a tribute to Petrie. "Since his advent here," they said, "his wide knowledge, ripe experience, and sound appreciation of teaching aims, acted as a stimulus to progress and enabled him to introduce and successfully carry forward modifications and reforms demanded by changes in social and industrial conditions and in the intellectual outlook of our people."[1]

Early in June O'Rorke conferred degrees upon graduates of Auckland University College at a ceremony in the Choral Hall. After the students had sung the joyful *Gaudeamus* in their customary dispirited, melancholy fashion, various speakers gave their views on the new University site, for at that time the College was overcrowded. O'Rorke felt grateful that the Government, and especially Fowlds, had proposed a plan to take over Government House; the building was over fifty years old and tending to dilapidation. Arthur Myers, on the other hand, wanted Government House kept because of the prestige it might yet bring Auckland; he wished the University to be built on the Metropolitan Grounds adjacent to Government House. The Registrar, J. W. Joynt, made an impassioned plea for action instead of endless argument. "The opportunity," he said, "will never come again and if the interests of higher education are neglected now, your descendants will look back with shame and regret to the time when a golden opportunity was lost, when Auckland stood at the parting of the ways, and did not take the right direction."

By giving the Board a distorted account of the Nelson system of religious instruction Parr had no difficulty in persuading it to forbid the introduction of the system into Auckland's public schools. The system, said Parr, was an ingenious evasion of the real spirit and intent of the Act and he appealed to the members as the guardians of a secular system. Though some of the members at this meeting on 8 June — Barriball, Edgecumbe, Farmer, Garland, Greenslade, Harris and McKenzie — may have given a fleeting thought to the enriching of children's lives through a wealth of spiritual teaching, they could not resist the diplomatic appeal to their sense of duty, and, firmly believing that the power which still remained with Boards made them guardians of the State system, they not only acquiesced in Parr's arguments but they also printed and circulated his views. In August, Parr reminded the Board that the Government grant for free class books was quite inadequate to supply the requisite books; it was not sufficient to provide readers for the children to take home and consequently many parents still paid for a reader; moreover no provision was made by the Government for drawing books and stationery which were still a charge against the parent. The grant gave no "relief" to the parents in Standards IV, V and VI where the most costly books were required. The class books were provided free to pupils in the Primer and Standards I, II and III classes; they were school property and could not be removed from the school. In October, 1909, the Board had accepted the tender of Messrs Upton & Co. for the supply of the free class books and during 1910 the cost for Class P to Standard II was £888 and for Standard III, £479.

---

[1] Petrie died at "Rosmead", Ranfurly Road, Epsom, on 1 September, 1925; he was aged 78 years.

Building and maintenance grants were discussed at length and with some heat during the New Zealand Education Conference held in the Wellington Board's offices on 23, 24 and 25 August, 1910. Auckland was represented by Parr, Greenslade and Crowe. Hogben, the bugbear of the Boards, explained to the members that the distribution of the ordinary votes for school buildings was still based on the plan included in the report of the Education Committee of the House of Representatives contained in the Parliamentary Papers of the Session of 1903 and the subsequent slight modifications made on the recommendations of the same Committee. The basis on which the calculations were made, said Hogben, was arrived at after careful consideration of all the figures, the age and material of the schools and the number of schools in the several districts that were approaching the age at which they would require to be replaced. In estimating both the cost of maintenance and the cost of rebuilding, wooden buildings and brick or stone buildings were treated separately. The allowance for the maintenance of wooden buildings, whether schools or residences, was 3 per cent. of the cost of construction and the allowance for the maintenance of brick or stone buildings was 2 per cent. of the cost of construction. Hogben stated that in regard to the proportion of the vote for rebuilding payable annually it was necessary to take into account the fact that many schools in some districts were so old that they would soon require rebuilding; thus, for schools over 30 years old 10 per cent. of the cost of construction was paid yearly as long as the schools were used. For schools that were 25 to 30 years old 5 per cent. was paid annually and for schools that were 20 to 25 years old 2 per cent. was paid. The average life of a wooden school was estimated as being 36½ years. In the case of brick buildings the uniform payment of two-fifths per cent. was made for rebuilding, without regard to age. No allowance was made for rebuilding any residences since house allowance was payable when a residence was not provided and where houses could not be leased each case was treated on its merits.

The Board delegates agreed that the recommendations of the Education Committee of 1903 formed a reasonable basis for determining the allowances to Boards on account of maintenance of buildings and rebuilding, provided the discretion recommended by the Education Committee in 1904 was allowed. The Boards should have more discretion, said Parr, but it was only reasonable for the Department to have some say. The Boards were satisfied that the building grants prior to 1903 had been insufficient to enable them to make any provision for rebuilding; they had been only sufficient to meet immediate requirements. The members wished the amounts payable on account of maintenance and rebuilding to be intimated to the Boards early in each year and the grants paid in quarterly instalments. For their guidance they wanted the capital amounts on which the allowances were computed to be stated explicitly. The delegates asserted that no general principle could be stated for determining the amount to be allowed each year to each district on account of new buildings because the rates of increase in attendance varied greatly, not only in different districts in any one year, but also in the same district from year to year; the amounts to be allocated to Boards, therefore, required to be determined by a careful examination of the requirements in each individual case, regard being paid to local conditions. The delegates also resolved to ask the Minister to consider increasing the amount granted to Boards for general purposes; while the expenditure of Boards was increasing the allowance fixed by the Government in 1902 remained the same; among the additional charges placed on the fund were postage and telegrams, exchange on teachers' cheques, additional inspectors and instructors, maintenance of technical school buildings, and extra clerical assistance to comply with the conditions required by the Departmental regulations.

The Conference considered very fully a great variety of matters and in its deliberations Parr contributed a large share. Of particular interest to him were the discussions on the boundaries of districts, the control of secondary and technical education, the rural school, and the threatened extinction of Education Boards. He thought that the time was ripe for the alteration of areas with a view to making them equal in size. It was absurd, he said, that the Auckland Board should have the control of half the North Island, while three or four Boards controlled the other half, and he was sure that it would be in the interests of better administration if the Auckland district were made smaller. He reminded members that teachers in the smaller districts did not have the same chances of promotion as those in larger areas. Parr was not in favour of a Royal Commission altering the boundaries; he was of the opinion that the desired end could be obtained by the Department with the advice and assistance of the Boards. He persuaded the delegates to agree that it was desirable, in the interests of administration, that the boundaries of Education Board districts should be altered and adjusted so as to get a more uniform and suitable area for the administration of each district. As chairman of a committee consisting of W. M. Kennedy (Taranaki), G. D. Braik (Wanganui), W. Morgan (Hawkes Bay), R. Lee (Wellington), Rev. P. B. Fraser (Otago), C. H. Opie (North Canterbury) and A. J. Morton (Westland), Parr moved, "That it is not desirable to have uniformity in the method of local control of technical and secondary education throughout the Dominion; that due regard should be had to the interests of the smaller education districts; that the Education Boards should be represented on both technical and secondary governing bodies as at present; and that the method of election and tenure of office of these bodies should be amended." Parr explained that this motion had been framed by the committee to take the place of a Southland remit which sought to place the whole control of primary, technical and secondary education under the control of Education Boards. The committee had not been prepared to recommend such a sweeping change. In many cases, said Parr, it was a decided advantage to have local control and local interest. Grammar School boards could be improved in regard to the election of members and their tenure of office. At the recommendation of Braik the third part of Parr's motion was altered to read, "that the method of election and tenure of office of secondary school boards and managers of associated classes should be amended". When a deputation from the Conference met the Minister, Fowlds pointed out that some portions of what was termed secondary education in New Zealand were being carried out in technical schools elsewhere. Switzerland had been referred to frequently, but in that country, he said, most of the money for technical education came from local rates. In that way each district was free to spend as much money as it wished and as a system it produced a certain amount of healthy rivalry. Another advantage of that system was the likelihood of receiving full value for the money expended. This always happened, said Fowlds, when the people who were entrusted with the spending of the funds were also those responsible for the raising of the money.

The Rev. P. B. Fraser of Otago provoked a long discussion on the rural schools. He said that justice would not be done to the rural schools of New Zealand until a cleavage was made in the classification of country and city schools, and suitable regulations made for the instruction, examination and promotion of pupils, and for the appointment of teachers in the respective classes of schools. From his own observation he was sure that the power given to teachers in country schools to examine and promote from year to year, and to produce so-called schemes of work, was producing calamitous results. He denounced the perpetuation of a system of education which secured for the children of urban districts vastly better treatment than for those in the rural districts. Parr agreed that it was necessary to call attention to the fact that country schools were suffering great disabilities. There were 300 uncertificated teachers in the Auckland province and, for the most part, country settlers had their services. He said that even better facilities should be given to the country people than to the dwellers in the cities. The settlers were the backbone of the community. From that start the delegates sought solutions in higher salaries, a reversion to the old system of standardization of classes in place of the prevailing absolute freedom, the training of teachers, and an overhaul of the syllabus. Hogben was given the opportunity to answer some of the criticisms of the syllabus. Complaints had been made that the syllabus was weak because "the essentials" were not receiving sufficient attention. Hogben replied that in the case of English more study was insisted upon than in any syllabus that had yet been drafted; this evasive answer could hardly have satisfied men who were critical of the content of the syllabus and the methods employed by inefficient teachers rather than of the time spent on a subject. With an unfortunate turn of expression Hogben told the Conference that there was only one way to improve the country school — "improve the man behind the gun".

The possibility of their extinction as Board members gave the delegates an opportunity to express naïf approval of themselves. During a no-confidence debate on 26 July, James Allen (Bruce) had quoted from the Financial Statement a reference to a Local Government Bill. "The Bill," he said, "will provide for a transfer to the new councils of all the work and functions of our existing Education Boards, care being taken that this important branch of the country's work is to be carried out by a divisional Committee, and under more effective conditions than exist at present." The Conference was sure that there would be strenuous opposition to any proposal that education should be paid for by local rating. The gathering recognized the influence of Hogben; for most of 1907 he had been absent from New Zealand and the members feared that he wished to introduce the English system of local administration. Parr said that in Auckland there was a consensus of opinion that the change recommended would be a retrograde step. Public opinion was so much against it that he did not think the Minister would dare to go on with the scheme. Expenditure, he said, seemed to be at the bottom of the whole thing; the Government did not know where to turn for funds, and it therefore planned to throw the cost of education — about £1,000,000 a year — on to the local rates. Education, said Parr, was a national, not a local, matter. A few minutes later he was advocating local control of secondary and technical education. Fowlds said there was much to be said in favour of one body controlling all branches of education in its area. He thought it anomalous that the Boards should have the control of large sums of money without having any responsibility in the matter of collecting that money; this was in itself enough to condemn the system but he was not sure that the time was ripe for a change.

The subjects for discussion[1] and the expressions of opinion passed during their consideration by the Conference demonstrated that the great fault of the administration was the want of sympathy between the central department and the Boards. F. Pirani, chairman of the Wanganui Board, said that except for Fowlds there was not a single member of the Education Department who had even the remotest idea of the real work of Education Boards outside what they had to do in connection with the Department. Parr complained that the Boards had been ignored consistently for years. It would be in the interests of the community generally if Boards were given an opportunity of expressing opinions. He was appalled that a few inspectors should be allowed to meet and say what was good for the country. The syllabus, he said, needed amending and the proper course to pursue was to consult the Boards. It was probably of similar absurd effusions that Fowlds was thinking when he exclaimed, "I do not know whether I would like to say what I think when I read Board members' utterances." Nevertheless he had always found members to be "jolly good fellows". Perhaps Parr was intoxicated by the spirit of fraternity prevailing amongst the educational complainants; he had evidently forgotten the Board meeting in Auckland on 26 May, 1909, when he had moved the members to meet in conference with inspectors and teachers.

---

[1] Apart from those mentioned other matters dealt with included agriculture and technical scholarships, proficiency pupils, continuation classes, standard of exemption, salaries, grading and classification of teachers, the matriculation examination, teachers' examinations, grants for science teaching, superannuation, rent of school buildings, conveyance of school children, capitation payable to Boards, duties of committees, school hours, the Boy Scout Movement, sick pay, hot luncheons for school children, installation of sewerage, truancy, holidays, and artistic tastes in the equipment of schools.

In October, 1910, Arthur M. Myers (Auckland East), on behalf of Mrs Seddon asked the Board to accept a compo-plaster bust of the late premier by George Frampton. It was the original mould for the copper bust of Seddon which had been placed in St Paul's Cathedral, London. The Board was pleased to accept Mrs Seddon's offer and it made arrangements for its erection at the Seddon Memorial Technical College.

Parr's last meeting as chairman was on 23 May, 1911. He was making his "progress through the world" and had been elected mayor of Auckland. G. J. Garland succeeded him as chairman of the Board. During Parr's term as chairman many important educational matters had arisen — the syllabus, technical education, the training of teachers, religious instruction, manual training, and such recurring events as the unseemly conduct of school children who travelled by train between Mt Albert and Newmarket. But none held the professional interest of teachers more than the problem of grading.

CHAPTER 25

THE OLD GRADATION

In August, 1896, Lambe had persuaded the Board to consider the best means of selecting teachers to fill vacancies. Muir, Harris, Lambe and Woodward recognized that the system of selecting teachers to fill appointments then in force was faulty and required amending. In February, 1897, a committee of the Board (Muir, Bates, Cooper, Lambe, Luke, Woodward and Wright) conferred with Petrie on the subject and, on the basis of recommendations made at that conference, the Board adopted certain resolutions on the appointment of teachers. In order to promote deserving teachers the Board decided to take into consideration teaching skill, literary attainments, length of service under the Auckland Board, and the suitability of the applicant for the particular position then vacant. Special consideration was to be given to the claims of teachers who had served the Board well in remote districts. In consulting School Committees the Board decided to submit only the names of applicants who were best qualified for the position and who stood as nearly as possible on a level in regard to qualifications. In the appointment of head teachers the Board agreed upon certain minimum classifications:—

For a school average of 35 — 60 : E2, D2, C2, B2 or A2
61 — 200 : D2, C2, B2 or A2
201 — 600 : D1, C2, B2 or A2
above 600 : C1, B2 or A2

The Board rejected Petrie's suggestion that female teachers should be eligible for appointment as head teachers only in schools for which the teaching staff consisted of a sole teacher, or a head teacher and a pupil teacher. In November, 1905, the Board asked a number of headmasters for suggestions for the grading of the assistant teachers in the schools under their charge in terms of the scale set forth in "The Education Act Amendment Act, 1905". The question of the grading of teachers was raised again by Parr in the following March. The Board then resolved that the inspectors, sitting as a body, should be requested to grade all teachers in the Board's service at the beginning of each year, and that each teacher should be informed of his or her grade as supplied by the inspectors for 1905 and similarly at the beginning of each successive year. The Board felt that in this way appointments and promotions of teachers would be made with "the strictest fairness". The inspectors asked the Board to defer taking any action until the grading had been considered fully in February, 1907. They thought it advisable that the grading of the Board's teachers should be printed in full and the document communicated to all teachers; but, at the same time, they recommended the Board to take expert advice on the legal responsibilities which such a publication might involve. They suggested that the subdivisions under each grade for the several recognized classes of positions should be three instead of six. In Auckland the grading of teachers was made out by the inspectors at Petrie's request in order that he might advise the Board in making appointments. Some years before this a rough grading had been prepared by direction of the Board and had been in use ever since. But at the beginning of 1906, because the new Act required that the names of teachers submitted to School Committees for their selection must be arranged in order of merit, a more detailed grading was required and undertaken. The grading was made by the inspectors sitting as a committee and voting on each case where a difference of opinion existed. They kept in view two main points, one, the teacher's power of controlling and securing the attention and application of his pupils, and two, his experience and skill in imparting instruction and in developing his pupils' powers of observation, thought and expression. Little account was taken of length of service alone, or of the location of a teacher's work. For the higher positions, personality, character and culture were carefully considered, and no great weight was attached to known scholastic attainments. The inspectors were aware that the Board, in dealing with an appointment, had before it a statement showing the age, length of service, and the Education Department's classification of all teachers applying for it; the inspectors' grading was intended to supply information supplementary to that. Where there were discrepancies between the Minister's classification of teachers and the inspectors' grading of them, the classification of a teacher by the Minister could not be lowered, no matter how much the efficiency of that teacher's work might decline. "This," said Petrie, "is a grave defect, and one that calls loudly for some just remedy." Something similar was said by the Board's solicitor, J. R. Reed. Referring to the regulations on the classification of teachers he said, "These are inelastic and once a teacher has attained to a grade he may be as careless and perfunctory in his work as he pleases and there are no means providing for reducing his classification." [1] In order to ascertain whether the Board was at liberty to give publicity to its grading, Reed asked the Board to consider what would be the effect of permitting each teacher to have a copy of the grading of every other teacher in its service. The Board could not prevent such a printed document being shown, and publicly known bad grading would injure a teacher considerably in his profession. "All written words," he said, "which tend to injure a man in his profession and are published without lawful justification or excuse are libellous, whatever the intention may have been in publishing them. Again, it is libellous to impute to a member of any profession that he does not possess the skill or technical knowledge necessary for the practise of such profession." In Reed's opinion the publication considered by the Board was not in any sense privileged, and if it were libellous the Board would be liable. It appeared to him that any teacher aggrieved by the publication of the grading would probably be success-

[1] J. R. Reed to the Board of Education, August, 1906.

ful if he went to the Supreme Court for an injunction to restrain the Board from publishing it.

At the beginning of 1908 the Auckland Board made a number of resolutions relating to the appointment of teachers. The first stated, "With a view to the promotion of deserving teachers, the Board shall, in making appointments, take into consideration (1) teaching skill, (2) literary attainments, (3) length of service under this Board, (4) suitability of the applicant for the particular position then vacant. Special consideration shall be given to the claims of teachers who have served the Board well in remote or isolated districts." The second read, "In consulting School Committees in connection with the appointments of teachers, only the names of applicants who are best qualified for the position and who stand as nearly as possible on a level as regards qualifications shall be sent on at the same time." In all future appointments of head teachers the selection was to be made from teachers holding at least the minimum classifications, namely:—

For schools averaging 35 — 60 — teachers classified A3, B3, C3, D3 and E2.
For schools averaging 60 — 200 — teachers classified A2, B2, C2, D2, and teachers who in 1900 were in the Board's service and classified E1.
For schools averaging 201 — 600 — teachers classified A2, B2, C2, and D1.
For schools averaging above 600 — teachers classified A1, B1, C1 and teachers who in 1900 were in the Board's service and classified D1.

Edmund Purdie, after serving for eight years as an inspector of the Board's schools, resigned on 30 April, 1908. In August he succeeded Stallworthy as a member of the Board and on 16 September he presented a scheme for the grading of teachers. For the information and guidance of the Board, the inspectors, sitting as a board, were to arrange in order of merit the names of all teachers eligible for appointment to the positions of sole or head teachers in schools of grades II (16-25) and III (26-35), grade IV (36-80), grades V (81-120) and VI (121-200), grades VII (201-300) and VIII (301-450), and grades IX (451-600) and X (over 600).[1] In the classification the inspectors were to omit the names of all head teachers who were then in charge of schools of grades IX and X. In this classification of head teachers and in the classification of assistants the chief inspector was to have a deliberative, and if necessary, a casting vote, and each of the other inspectors was to have a deliberative vote. The inspectors were also to arrange, in order of merit, the names of teachers who were eligible as assistants in certain positions — first, assistantships entitling them to a salary of grade I (£90-£120) or II (£120-£150) in schools of grades IV, V, VI; second, assistantships entitling them to a salary of grade I or II in schools of grade VII or upwards; third, assistantships entitling them to a salary of grade III (£150-£180) or IV (£180-£210); fourth, assistantships entitling them to a salary of grade V (£210-£240); fifth, assistantships entitling them to a salary of grade VI (£240-£270) or VIIA (£270-£290).[2] When it was considered necessary the inspectors were to arrange in a similar way the names of all teachers eligible for positions in separate girls' schools and in separate infant schools. In determining the relative position of teachers due attention was to be given to teaching skill, length of service, and academic attainment and Purdie suggested that 70 per cent. of the marks awarded should be for teaching skill, 15 per cent. for length of service, and 15 per cent. for academic attainments. If a teacher from another education district were to apply for a vacant position in Auckland his place on the classified list would be determined from evidence submitted. Purdie said that pending the drawing up of the lists the inspectors should arrange in order of merit the names of all applicants for appointments which carried a salary of grade II or upwards.

---

[1] These grades were defined in the first part of the first schedule of "The Education Amendment Act, 1908".

[2] These grades of salaries were those defined in the second part of the first schedule of "The Education Amendment Act, 1908".

The Board invited opinions of Purdie's scheme from the inspectors, district branches of the N.Z.E.I. at Auckland, Thames, Waikato, Whangarei and Northern Wairoa, the Auckland Headmasters' Association, the Auckland Assistant Masters' Association, and from Miss Newman and Miss Shrewsbury at the Normal School as representative women teachers. All expressed general approval of the scheme. Some alterations and concessions were made. The Board, for instance, agreed to omit the names of head teachers who did not wish to be graded. Petrie said that some uniform system for New Zealand would have to be evolved before teachers outside Auckland could be graded fairly. In the absence of such a scheme the Board could do nothing else than classify them according to the evidence submitted. At its meeting on 3 March, 1909 the Board instructed its inspectors "to have the grading made at next mid-winter", and it resolved that the grading should then be revised every two years. The teachers in the Auckland District were graded by the inspectors in July according to a scale compiled by them in April. The 70 marks for teaching skill were divided into teaching (maximum 35), discipline and personality (25), organization (6) and attention to environment (4); teachers received 1 mark for each two years of service with 10 as the maximum mark; under educational attainments there were five classes, A, B, C, D, and E, with 20, 16, 12, 8 and 4 marks respectively. Male teachers were considered eligible for appointment to schools according to their place in the general list of male teachers. Those from 1 to 40 were eligible for schools with an average attendance of 351 or over; teachers in the first 80 were eligible for schools 201 to 350; numbers 1 to 151 would be considered for schools with an average attendance of 81 to 200; 1 to 250 qualified for schools of 36 to 80; and numbers 1 to 321 were eligible for schools of 35 or under. A few Committees protested when the Board sent them the name of one candidate only for appointment. "It is as well," said Parr in August, 1909, "that we should remind the public that in the matter of the appointment of teachers, the recent Education Act has clearly made the Board the paramount authority." Section 14 of "The Education Amendment Act, 1908" had repealed Section 55 of "The Education Act, 1908" which related to School Committees and the appointment of teachers. If the Board proposed to transfer a teacher from one position to another, other than to the position of headmaster, in the same school, it had to send to the Chairman of the Committee the name of the teacher along with his qualifications. In any other case a list containing not more than four names in order of merit was to be forwarded by the Board not later than ten days before the day on which the appointment was to be made; the Board could send the Committee the name of one teacher only. Fowlds had made it clear in his speeches when the Bill was going through the House that the intention was to put the power of transfer definitely into the hands of the Boards. The Auckland Board submitted one or more names to Committees for their approval just as it considered expedient. One suburban Committee had some doubt as to this procedure being legal and took the opinion of the Attorney-General; it was entirely in favour of the Board's construction of the Act. "The Board," said Parr, "must never forget that it owes a duty to its teachers, and that is to see as far as it is able that merit and efficiency, and not the influence of a candidate's friends, are to be the determining factors when appointments and promotions have to be made."

That was the state of grading in Auckland when Mulgan became chief inspector. He regarded it as a reasonable and just scheme. It did not, of course, meet with universal approval. He examined the situation and after conferring with the other inspectors he submitted to the Board, in August, 1910, a statement on grading which was based largely on a plan devised by the inspectors in the previous April when Petrie was chief inspector. The Board adopted the scheme. Out of a total of 100 possible marks 45 were allotted to teaching skill, 25 to discipline and personality, 5 to attention to environment, 15 to scholastic attainments and 10 to service. Under "scholastic attainments" 4 marks were given for a certificate of class E, 8 for one of class D, 11 for one of class C, 13 for one of class B, and 15 for one of class A. Under "service" one mark was given for every full two years' service in the public schools of New Zealand. Separate lists were prepared for male and female teachers as well as for assistants. The position on the graded list was determined in the first place by the total number of marks gained. When two or more teachers obtained the same number of marks they were placed in order by giving precedence to those who gained the highest number of marks in the aggregate for "teaching skill" and for "discipline and personality". When this test still left them equal their positions were determined by length of "service". In a few cases where this scheme failed to make a separation between teachers, preference was given to the one with the highest "classification", and in one or two cases where all those tests proved unavailing, preference was given to the oldest teacher. In two cases the equality was maintained so constantly that the inspectors decided to bracket them as equal. Male certificated teachers 1 to 48 on the graded list were eligible for the position of head teacher in schools of grade VIIIB (average 201-350) and upwards; 1 to 102 qualified for grades VII and VIIIA (201-350), 1 to 176 for grades V and VI (81-200), 1 to 300 for schools of grade IV (36-80), and 1 to the end of the graded list were eligible for schools graded II and III (16-35). The Board notified teachers of the details of their grading but it did not acquaint them with the numerical positions which their names occupied on the graded lists. In the case of most appointments only the name of the teacher or applicant standing highest on the graded list was submitted to the School Committee concerned. The N.Z.E.I., through Wallace, sought the approval of a clause whereby no male teacher would receive~~d~~ an appointment of £180 a year and no female teacher an appointment of £150 a year unless he or she had served for at least two years as head teacher in a country school. Mulgan thought this was sound in principle and that its application could not fail to be of benefit to the District. Frank Tate, who, since his rejection by the Auckland Board, had become Director of Education in Victoria, had written on this subject. "By our system in Victoria," he said, "all our young teachers must, as a condition precedent to promotion, take service in rural schools and it is only by good work in these schools that a man or woman can hope to be promoted rapidly. As a consequence the rural schools of Victoria are often ahead of the city schools in educational development, for they are being steadily recruited by young, ambitious teachers, unhampered by conservative traditions." Since there was no definition of a country school in the Auckland District Mulgan suggested that it be looked upon as one having a staff of not more than two adult teachers, in other words, a school below grade VIB. Acting on his advice, the Board, in August, 1910, resolved that no teacher appointed to any position in a school of a higher grade than VIA (average 121-160) would be eligible for promotion unless he or she had served for at least two years in a school having a staff of not more than two adult teachers. In the following month an additional, yet similar regulation was made. The Board agreed that, when making future appointments, it would consider only the applications of teachers who had been at least two years in their present position, with the proviso that the operation of this general rule would be relaxed in exceptional circumstances or hardship. Ten months later, in July, 1911, the Board resolved to call for applications through the public press for permanent positions carrying a salary of £90 and upwards a year; it was also resolved not to apply this rule where the Board should deem it advisable to transfer a teacher from one position to another. This rule was not applied strictly; in fact the majority of appointments made after that decision were not advertised. Admittedly, all appointments which were not advertised were considered to be temporary appointments; but, in fact the majority of these were temporary only in name. It sometimes happened, too, that when applications for vacancies were invited by advertisement, applicants on the graded list were less suitable than others who had not been graded by inspectors. The resolution made by the Board in August, 1910, that in the case of all applicants only the name of the applicant standing highest on the grading list would be submitted to the School Committee excluded those teachers who had not been graded. The method of overcoming this was to decline all applications and make a temporary appointment. Mulgan found it difficult to appoint applicants who were not in the Board's service or who had not been graded and the position was aggravated by the pronounced shortage of teachers. In spite of the scheme's initial defects the great majority of teachers approved of the Board's action in establishing the Grading Scheme and had no desire to return to the former method employed in appointing teachers. The reactionary School Committees' Association, on the other hand, attacked the grading scheme and made efforts to secure a return to the objectionable system of patronage. To "the curse of the service" where preferment went "by letter and affection" teachers preferred —

> *- - - the old gradation, where each second*
> *Stood heir to the first.*

By the end of 1912 the basis on which marks were allotted was as follows:— to scholastic attainments (30), to service (20), to teaching efficiency (90), to discipline and personality (50), and to attention to environment (10). The percentage basis had not been altered, but the number of marks under each heading had been doubled. This change was made with the object of securing a greater range of numbers. In February, 1913, Mulgan recommended to the Board that the method of determining the grading of teachers and the application of the scheme should be revised; the inspectors proposed to submit an amended plan.[1] The system had drawn some sharp criticism, yet appointments made since its inception had been effected on the whole according to merit. Teachers recognized that "the grading list had raised the dignity of the profession by displacing the former iniquitous system under which wire-pulling and canvassing were almost essential when promotion was sought".[2] While they believed that the fundamental principles of the scheme were sound, teachers would have liked to have seen some changes made. They wanted men and women to be graded on the same list and all teachers graded on nine lists, — head teachers of schools of grades X, IX and VIII, head teachers of schools of grades VII, VI and V, head teachers of schools of grade IV, head teachers of schools of grades III and lower, assistants receiving £180 and upwards, assistants receiving £135 to £180, assistants receiving £90 to £135, infant teachers, and assistants in secondary departments of district high schools. Teachers wanted their grading to be determined annually, and they held that they should be notified of their numerical positions on the grading lists. It was not until August that the compilation of a new scheme was completed; in the following month the Board issued its new regulations for the grading, promotion and appointment of teachers. They read:—

1. The names only of those Teachers who apply for promotion shall appear on the graded lists. In order to ascertain the names of those desirous of promotion, a Circular shall be forwarded to all Teachers in the Board's service asking them to state whether or not they wish their names to appear on the Grading and Promotion Lists.
2. All Teachers, Male and Female, shall be graded on the same basis.
3. The Headings under which marks are assigned and the allocation of marks, shall be as follows:—

Efficiency	155
Service	25
Scholastic Attainments	20
Total	200

---

[1] E. K. Mulgan to R. Crowe, 5 February, 1913.

[2] T. Warren, secretary, Auckland District Branch of the N.Z.E.I., to R. Crowe, 26 February, 1913.

4. For each year of service in the State schools of New Zealand, up to twenty (20) years, one mark shall be awarded, and for each two years of service in the State schools of New Zealand from twenty-one (21) to thirty (30) years (both numbers inclusive) one mark shall be awarded. In the case of Teachers having service in the State schools of other English speaking countries, one mark shall be awarded for every two (2) years of service up to twenty (20) years; provided that no marks shall be assigned for service beyond a total of thirty (30) years. Provided further, that in cases where service is the factor in determining places on the graded list, preference be given to length of country service.
5. The allocation of marks for Scholastic Attainments shall be as follows:— For a certificate of Class A, 20 marks; for one of Class B, 18 marks; for one of Class C, 16 marks; for one of Class D, 13 marks; for one of Class E, 10 marks, and for a License to Teach, 5 marks.
6. The following lists shall be prepared:—

   Male Head Teachers.
   (a) Eligible for schools of Grades VIII, IX, X.
   (b) Eligible for schools of Grades V, VI, VII.
   (c) Eligible for schools of Grades IV.
   (d) Eligible for schools of Grades III and Lower.

   Assistants (Male and Female).
   (a) Eligible for positions carrying salaries of £180 per annum and upwards.
   (b) Eligible for positions £135 to £180 per annum.
   (c) Eligible for positions £90 to £135 per annum.

7. No Teacher shall be eligible for the position of Head Teacher of a school of Grades VIII, IX, and X, until he has served in a country school for a period of five (5) years; provided that two (2) years shall have been spent in charge of a full-time school not lower than Grade IV. Provided further that this Clause shall not apply to Teachers who entered the Board's service prior to 1908.
8. No Teacher shall be eligible for the position of Assistant carrying a salary of £180 and upwards per annum until he or she has served in a country school for a period of two (2) years. Provided that this Clause shall not apply to Teachers who entered the service prior to 1908.
9. No Assistant Teacher appointed subsequent to August 31st, 1910, to any position in a town school shall be eligible for promotion unless he or she has served for at least two years in a country school. Provided that in any particular case, if there be exceptional circumstances or hardship, the Board may relax the operation of this Clause.
10. With a view of securing more adequate recognition of Training College experience, each Second Year Student shall be seen by an inspector, who, after observing the Student at work and considering the data supplied by the Principal, shall award grading marks.
11. Marks for attainments shall be assigned to those Teachers who have passed in all the subjects necessary for a certificate, but whose certificate has been withheld by the Department owing to their failure to pass the "Medical Examination".
12. A Teacher holding a "Licence to Teach" shall be awarded five (5) marks for attainments, and shall have his or her name placed on the graded list.
13. Teachers shall be informed of the numerical position their names occupy on the General List and on the Special Lists, and also of the number of marks they receive under the various Headings.
14. Teachers desiring to appeal against their Grading must do so within two months of the receipt of their marks; such appeal to be considered by a Committee consisting of a representative of the Board, the Chief Inspector, and a representative of the Teachers' Institute, and, if sufficient evidence be shown, to be referred by such Committee to the Board of Inspectors for further consideration.

By November fifteen protests had been received from teachers. They were considered by the Board of Appeal composed of Mulgan, Purdie, and C. R. Munro as the teachers' representative, and only one was referred back to the inspectors — and even in this case no alteration was made.

In October, 1913, the Auckland Board urged the Minister to formulate a Dominion scheme of grading and promotion by which Education authorities could have some means of gauging the general fitness of applicants from Districts other than their own; such a scheme, it was thought, would promote an interchange of teachers between Districts and so further the cause of Education by extending opportunities for promotion and widening the field from which efficient teachers could be drawn. Hogben, in his reply, stated that the matter would be considered in 1914 when proposed legislation in this direction was being dealt with.[1]

---

[1] G. Hogben to R. Crowe, 20 October, 1913.

CHAPTER 26

THE DARKENING SLOPE

From 1911 to 1914 the world descended a darkening slope. The events of those confused years were a tangle of the ordinary and the uncommon, the established and the unconventional, the dogmatic and the unprejudiced, the conciliatory and the bellicose. They were, however, a prelude to events of greater moment, and it is possible to see in them proof of Coleridge's words, "In To-day already walks To-morrow". It was true of education no less than of politics.

The British Registrar-General's summary for 1911 revealed that during that year the British birth rate was the lowest on record and the Commissioners of Lunacy showed that cases of insanity continued to increase. In 1912 the first International Eugenics Congress was held at the University of London. Royal Commissions reported on tuberculosis, divorce, vivisection and venereal disease. Within the range of politics Ramsay Macdonald was elected chairman of the Labour Party (February, 1911), Balfour resigned the Unionist leadership and was succeeded by Bonar Law (November, 1911), the Labour newspaper *The Daily Herald* first appeared in April, 1912, Prince Louis of Battenberg became First Sea Lord of the Admiralty in December of the same year, suffragettes continued to break windows, and the Prime Minister, Asquith, became Minister of War. The coronation of George V took place on Thursday, 22 June, 1911. The New Zealand Government issued medals to the children of public schools, teachers and scholars marched past, saluted the Flag and sang the National Anthem, and Sir Joseph Ward accepted a baronetcy. In Auckland, Friday, 23 June, was a special holiday in all schools; part-time schools were also granted Saturday. Before the coronation month George V had impressed some churchmen by his testimony to the moral influence of the Authorized Version of the Scriptures upon the development of the colonial empire. "It is my confident hope," said His Majesty, "that my subjects may never cease to cherish their noble inheritance in the English Bible, which in a secular aspect is the first of national treasures, and is, in its spiritual significance, the most valuable thing that this world affords." The Presbytery of Dunedin sought the co-operation of other Churches in its suggestion to the Minister of Education that the King's words should be printed and hung in schools. The Anglicans in Auckland, accordingly, supported the Presbyterians and asked the Board of Education to agree to Dunedin's petition. But the guardians of the secular system could not see their way to accede to the request. A few weeks before the Coronation the White Star Company had launched its latest liner, but the joy of

1911 turned to appalled sadness when the *Titanic* was lost on its maiden voyage in April, 1912. For the Coronation, music was composed by Parry, Stanford, Bridge, Alcock, Parratt and Elgar. Sir Henry Wood was still conducting at Promenade Concerts. In 1911 the energetic Oscar Hammerstein impressed London with his production of grand opera; other extremely capable organizers of opera were Sir Joseph Beecham and his son Thomas. The Russian Ballet, with Anna Pavlova, Vaslav Nijinsky and Leonide Massine, captivated both discerning and uncritical audiences by its artistry. And Melba and Caruso sang at Covent Garden. The best-known actors and actresses of the legitimate stage in those years were Sir Herbert Tree, Matheson Lang, Godfrey Tearle, Martin Harvey and A. E. Matthews, Mrs Patrick Campbell and Gladys Cooper. "There are signs," wrote G. H. Mair in 1911, "that a literary era is commencing in which the drama will again regain to the full its position as literature." The three-period comedy of manners, Arnold Bennett and Edward Knoblock's *Milestones,* was first produced in 1912. The year was noteworthy, too, for Reinhardt's impressive production of *The Miracle;* and in 1914 Bernard Shaw threw "at the heads of the wiseacres who repeat the parrot cry that art should never be didactic" his "intensely and deliberately didactic" *Pygmalion.* Among the books which found places upon shelves for the first time were H. G. Wells' *The New Machiavelli,* E. M. Forster's *Howard's End* (both in 1911), Conan Doyle's *The Lost World* (1912) and D. H. Lawrence's *Sons and Lovers* (1913). Alfred Austen died on 2 June, 1913, at the age of 78 years, and was succeeded as Poet Laureate by Robert Bridges. And Nobel Prizes in Literature were awarded to Maurice Maeterlinck (1911), Gerhard Hauptmann (1912) and Rabindranath Tagore (1913). Among the scientists who, about 1911 to 1914, were investigating the constitution of the atom and the subject of radio-activity were Mme Marie Curie, Max Planck, Sir Joseph J. Thomson, William Bragg, James H. Jeans and Ernest Rutherford. But the man in the street did not understand atomic physics; he did not comprehend the significance of Sir W. Ramsay's presidential address to the British Association in 1911 wherein he suggested that if other elements more stable than radium were capable of disintegration the world might have a hitherto unsuspected source of energy. He was more interested in sport and to him Richard Arnst's defeat of Harry Pearce on the Parramatta River and Arnst's subsequent defeat by Barry on the Thames for the world's sculling championship, the 1912 Olympic Games at Stockholm, and George Carpentier's knock-out of Bombardier Wells in the first round (8 December, 1913) meant more than radiation and the quantum theory.

Writing under the influence of Nietzsche and particularly of Heinrich von Treitschke, General von Bernhardi published his *Germany and the Next War* in 1911 and in August of the same year the Kaiser made his famous "Place in the Sun" speech at Hamburg. When the French occupied Fez the German government sent a gunboat to the Moroccan port of Agadir. In September, 1911, Italy began its conquest of Tripoli. The centenary of the birth of Alfred Krupp, founder of the Essen steel and armament firm, was celebrated in 1912. Montenegro, Bulgaria, Serbia and Greece united in war against Turkey. An anarchist named Alba attempted to assassinate the King of Italy and Theodore Roosevelt was wounded by a socialist called John Shrank. But Roosevelt and Victor Emmanuel III were more fortunate than Jose Canalejas, prime minister of Spain, Francisco I. Madero, president of Mexico, and King George I of the Hellenes. After the Treaty of London, May 1913, the Balkans could concentrate on fighting amongst themselves and soon Bulgaria was opposed at first by Greece and Serbia and shortly afterwards by Roumania as well; it suffered severely by the Treaty of Bucharest. In the same month, August 1913, the Palace of Peace was opened at the Hague. During that year Raymond Poincaré was elected President of the French Republic, the Panama Canal was opened, and Woodrow Wilson made his democratic way to the White House as the United States' 28th President, and initiated the "New Freedom" with his social legislation.

The years 1911 to 1913 in New Zealand were marked by political restlessness. The Imperial Conference opened its proceedings at the Foreign Office in London on 23 May under the chairmanship of Herbert Asquith. It closed on 20 June and Sir Joseph Ward said that on the question of defence the information furnished had never been of greater value. During the year compulsory military training in New Zealand was extended to include men up to the age of 25 years. On 4 September, Fowlds resigned the position of Minister of Education and Thomas Mackenzie filled the position temporarily. At the elections in December the Government majority was swept away. Ward resigned on 28 March, 1912, and Mackenzie formed a government with Josiah A. Hanan as Minister of Education, but on 10 July he surrendered his premiership to the Conservative W. F. Massey. The Minister of Education of the "Reform Party" was James Allen. But during this time there was taking shape a Labour party which had more claim to the word "reform". Peter Fraser had arrived in Auckland in January, 1911, and by the end of the year he was district secretary of the militant Federation of Labour. In 1911 and again in 1914 the sitting Liberal member for Auckland Central withstood the challenges of Michael Joseph Savage — four independent Labour candidates had been successful in the 1911 elections and during 1912 the various Labour groups moved towards unity. In 1913 the Naval Defence Act set up joint arrangements with Britain for training New Zealanders for naval service; in the event of war they would come under British command. A naval depot was established in Auckland and the Government accepted from the Admiralty the training-ship *Philomel.* Legislation dealt with police offences and labour disputes and the year ended with several serious strikes. Auckland had its own domestic duties. In 1911 the City authorities and the police were endeavouring to improve the regulation of pedestrian traffic in Queen Street. In April it was announced that the Ven. Owen T. L. Crossley, Archdeacon of Geelong, had been elected Bishop of Auckland in succession to the Very Rev. M. R. Neligan. In August, Milnes suggested to the Board that the Training College should be transferred to a site in Mt Eden but the Board was convinced that the university should be placed there and it also expressed its disapproval of the move to take any portion of the Metropolitan Grounds for a university; these grounds, said the Board, were unsuitable because their area was so limited that the vigorous and healthy growth and expansion of university activities would be impossible; the place should be kept as a reserve for the people of Auckland. While the arguments continued the University College remained overcrowded. On 14 December, Lord Islington opened the Town Hall[1] and Parr, as mayor, told the enthusiastic assembly that it was time that they gave up the archaic system under which twenty different local bodies governed the affairs of the isthmus and placed the whole under the one governing body. Children and adults alike cheered the Dominion's gift battleship, *H.M.S. New Zealand,* under the command of Captain Lionel Halsey, when it arrived off Auckland on 29 April, 1913. The Board authorized a special school holiday of two days to enable pupils and teachers of the public schools to visit Auckland for the occasion. At the request of Halsey, nearly 11,000 children visited the battleship on Monday, 5 May; they were ferried in relays to and from the vessel free of cost by the Devonport Ferry Company. Two days later Halsey addressed a gathering of 3000 children in the Town Hall and exhorted them to live according to two mottoes carried by the *New Zealand* — "Onward" and "Fear God; and honour the King". Early in February, 1913, came the long expected tragic news of Captain Scott's antarctic expedition. At its meeting on the 19th the Education Board "placed on record its regret at the disaster which had befallen Captain Scott and his companions and extended to Mrs Scott and the other bereaved relatives its heartfelt sympathy". The former Boer general, Piet Cronje died in 1911, and in 1914 he was followed by Joseph Chamberlain and Earl Roberts. William Booth, first General of the Salvation Army died in August, 1912 and was succeeded in that office by his son Bramwell. Savoyards lost W. S. Gilbert (29 May, 1911), George Grossmith (1 March, 1912) and François Cellier (5 January, 1914). George Lord Sanger, the circus proprietor, was murdered at Finchley in November, 1911. But the death which had the gravest consequences was that of the Austrian Archduke Franz Ferdinand who was assassinated in the streets of Serajevo on 28 July, 1914. By 4 August seven nations were at war. The first portion of Auckland's section of the expeditionary force, 245 men and 6 officers, left by special train for Wellington on Monday, 10 August, but the official farewells to 2000 Auckland troops took place at the Epsom camp and at the Domain cricket ground on 23 September when Massey and Parr exhorted the men "to show the world that discipline is not the weak point of the New Zealand soldier" and prayed that they would come back "with success, honour and glory writ across your banners". The Main Body of over 7000 men left New Zealand for Egypt on 16 October. Gallipoli was only six months away.

Education did not remain uninfluenced either by the political conflicts or by the development of opposing social and intellectual ideas during these unstable years. Americans were realizing that "equality of opportunity" and "identity of opportunity" were not synonymous; they were two major educational problems. New South Wales was reconstructing its education system after Commissioners, reporting on primary education (1903), secondary education (1904) and technical and other education (1904), had condemned the overcrowding of the primary syllabus, the narrow and academic way of teaching, out-of-date buildings, cramming in the secondary schools, the persistent over-emphasis of the classics, and the lack of co-ordination between technical and primary schools. In Victoria the State was establishing high schools, higher elementary schools, technical schools, and evening continuation classes. "Central schools" began to appear in London and Manchester during 1911; they were similar to the higher grade schools, taking children aged 11 to 15 years from contributing schools and giving them a course of study with a commercial or industrial bias. England was beginning, in the words of Michael Sadler, "to encourage individual initiative inside a public system". Margaret and Rachel McMillan in 1911 opened a small nursery school at Deptford. In 1912 the English translation of *The Montessori Method* was published. "The liberty of the child," said Dr Maria Montessori, "should have as its limit the collective interest; as its form, what we universally consider good breeding. We must therefore check in the child whatever offends or annoys others, or whatever tends towards rough or ill-bred acts. But all the rest, every manifestation having a useful scope, whatever it be, and under whatever form it expresses itself, must not only be permitted, but must be observed by the teacher." Commenting on the spread of Maria Montessori's principles and methods, Raymont has noted that it is the common fate of reformers to be misrepresented and to have to pray to be saved from their friends. "The freedom desiderated by Dr Montessori," he says, "easily degenerates into anarchy and licence, if it is practised unintelligently, or without due regard to the principles which she herself lays down."[1]

---

[1] The foundation stone had been laid by A. M. Myers on 24 February, 1909.

In 1911, the Education Board consisted of A. R. Harris, G. W. Murray and J. D. McKenzie of the North Ward, Edward Corrigill Banks, Andrew Joseph Farmer and H. J. Greenslade of the East Ward, and C. T. Barriball, G. Edgecumbe and G. J. Garland of the West Ward. The only change in 1912 was the election of Archibald Burns in place of Farmer. In 1913, Purdie took Murray's place as a representative of the North Ward and William Auld succeeded Greenslade in the East. The only alteration to the composition of the Board in 1914 was Murray's return for the West Ward after the retirement of Edgecumbe. Thus, for four years elections made little difference to the Board and its labours were shared by only twelve members. During this period the average attendance of children in the Auckland district rose from 36,350 in 1911 to 43,045 in 1914. In 1911 the Board moved its office from Victoria Arcade to Williamson's Chambers, Shortland Street. Changes occurred, too, in the various school districts. Wade school changed its name to Silverdale in 1911. At the beginning of April, 1911, the Frankton school opened under the immediate control of the Hamilton West Committee. On 30 June, the Hamilton West District High School was dis-established and on the following day the Hamilton High School was established under Section 94 of "The Education Act, 1908". [1] Hamilton citizens, supported by the Board, had been endeavouring for three years to bring this about. They had agreed, too, that the name of the new school should be the "Waikato High School" but "the Department" refused their request "on the ground chiefly that other high schools might later come to be established in the Waikato district". [2] At the beginning of 1912, Ngarua was made a full-time school under Harold R. Baigent. The pupils of Pio Pio were glad to occupy a new school on 6 May, 1912, after enduring the discomforts of a marquee. During the same year Helensville acquired a manual training building and on 31 December the secondary department at Onehunga closed. Belmont opened in the local Presbyterian Hall on 4 June, 1912, but occupied a new building on 25 August, 1913. On 3 February, 1913, the school at Mount Maunganui opened under the Tauranga School Committee with George F. Stephenson as the teacher. For extra accommodation the Hamilton West Committee used the Wesley Hall in 1912 and the Oddfellows' Hall in 1913 but during the latter year the Board gave it a separate brick infant department. In 1914 Te Kuiti attained the status — precarious at first — of a district high school. On 6 July, Richmond West school opened under the local control of the Newton School Committee and helped to provide for the rapidly expanding western end of the City. Well-known teachers were lost to the service. On 31 October, 1911, Purdie resigned the headmastership of the Whangarei school, a position he had held from 1 January, 1910. John L. Scott retired from the headmastership of the Parnell school on 31 July, 1912, after having been in the service of the Board since 15 May, 1879.[3] In February, 1913, Alfred N. Bowden followed James Christie who had been headmaster at Bayfield from October, 1896 till December, 1912. Robert J. Parry, who had been headmaster at Point Chevalier from February, 1893, died on 1 March, 1913. On 3 November, 1913, Bartholomew Cronin of Nelson Street reached the age of 65 but the Board permitted him to remain as headmaster till the end of the year and accepted his resignation from 31 January, 1914; Cronin had been in the Board's service for 31 years. [4] John Logan Campbell, first chairman of the Board after the passing of the 1877 Education Bill, died on 22 June, 1912, at the age of 94 years, and was interred at the summit of Maungakiekie. Of the Board's servants during these years, 1911 to 1914, the inspectors were of particular interest.

---

[1] T. Raymont, *A History of the Education of Young Children* (London, 1937).

R. D. Stewart, in charge of the north-eastern district, found riding in the far north too fatiguing. "I do not wish to undergo the experience of the late Mr Goodwin," he said to Crowe. He resigned on 31 October, 1911, and retired on superannuation under the conditions of Section 11 of “The Public Service Classification and Superannuation Amendment Act, 1909”.[1] From 1 March, 1911, Maurice Priestley, as organizing inspector of schools, gave guidance and help to teachers, especially the more inefficient and inexperienced sole-charge teachers. In November, 1911 the Board resolved to give him the status of inspector, to date from 1 March. At the same November meeting the Board appointed Nelson Thomas Lambourne and James Washington McIlraith inspectors of schools. The last school which Lambourne had attended was Mangere, under the headmastership of James Mellsop. In May, 1892, he made an unsigned and undated application for employment and was indentured for three years from 1 November, his fifteenth birthday. He commenced his teaching career at Grafton Road where he showed “some promise of becoming an average teacher”; in 1895, Crowe thought that he was bringing “considerable skill and intelligence to bear on his work”. By February, 1896, Lambourne had a complete E certificate and a partial D, and in the following July he took charge of the half-time schools, Te Akatea and Waingaro, 11½ miles apart. Like many other teachers he continued to study under great hardship, passed the matriculation examination, and appealed to the Board to give him a situation that would permit him to attend University lectures. In July, 1898, he was appointed to Te Pahi No. 2 school but two years later he became second assistant at Devonport. At the end of April, 1906 he took charge of the Mangere Bridge school; there he was most successful and because the tone of his school, his discipline and efficiency were so exemplary Milnes used Mangere Bridge as a school of observation for the Training College students. During 1907 and 1908 he gave instruction in English and elementary mathematics at the evening classes of the Technical College and during 1909, 1910 and 1911 he taught geography and commercial correspondence. In 1908 he secured his B.A. degree and two years later graduated M.A. When he was appointed an inspector in November, 1911, he had just celebrated his thirty-fourth birthday; the appointment took effect on 1 February, 1912. McIlraith was the same age as Lambourne. He held the degrees of Doctor of Literature, Bachelor of Laws and Master of Arts; the thesis for his doctorate was “an inquiry into the variations in the standard of value in New Zealand” and his M.A. was secured with first class honours in political science (economics, general and constitutional history, and jurisprudence). He was a Canterbury College exhibitioner and a University Senior Scholar. He had been in the teaching profession since 1892 under the Westland and North Canterbury Education Boards and had had ten years’ experience in primary schools and six in secondary schools; for two years he had been a lecturer at Canterbury College in commercial geography and commercial law. Since 1906 he had been in charge of the district high school attached to the Normal Training College in Christchurch. Like Lambourne, his appointment as an Auckland inspector dated from 1 February, 1912. On 14 September, 1912, because of ill-health, Grierson applied for his first leave of absence in 27 years. This was granted from 1 October and he retired on 31 December after giving the Board many years of faithful and excellent service.[1] Priestley was withdrawn from his special work and used as an inspector from October till the end of the year. At the beginning of November the Board appointed Norman Roderick McKenzie, headmaster of Mt Eden, as an acting-inspector. At the same time it fixed the minimum rate of an inspector's salary at £400 a year with £10 annual increments till a maximum of £450 was reached. McKenzie, the son of Hugh McKenzie of Waipu, had applied to enter the Board's employment in October, 1888, when he was 21 years of age. After leaving school he had served as a clerk in Helensville and Waipu but for six months before applying for employment he strove to improve his reading. In March, Airey had said that his reading "was tinged with local pronunciation". But, fortified with a partial E certificate, McKenzie applied again for employment in March, 1890, and was rewarded with an appointment, in the following month, as probationer to Napier Street under E. T. Hart, and then as a teacher, in July, to Takahue. By February, 1892, he had passed the matriculation examination and had completed the requirements for a D certificate. His next goal was to escape from rural isolation and study for the B.A. degree. After a short period as a relieving teacher he was appointed as an assistant master at Remuera in August, 1893. R. B. Heriot thought highly of him; he was industrious and capable, his lessons were always interesting, and his discipline was good. "He labours under what I consider slight disadvantages," said Heriot. The "disadvantages" were "a Highland accent and a drawlishness of speech". In the irregular manner of making appointments, Rice asked McKenzie in March, 1899, if he wished to go to Kohukohu, and so in the following month he proceeded to the Hokianga. During the Christmas holidays of 1901-2 he visited Australia and attended a summer school in Melbourne. He was restless in his search for knowledge, studying subjects offered by the Universities of New Zealand and Sydney, learning German in the hope of paying a visit to Europe, and reading all the available works on education; at the same time his lessons continued to be stimulating, he managed Kohukohu with conspicuous ability, and, unlike most of his contemporaries, he composed admirable schemes of work. On 1 January, 1910, he became headmaster of the Mt Eden school. From 1 February, 1913, his status as an acting-inspector was raised. At that time he was 45 years of age, and, with a B1 certificate, he had scored 193 marks out of 200 at the last grading. He was president of the Headmasters' Association and had been president of both the Auckland and Whangarei branches of the N.Z.E.I. From March, 1913, the Board recognized Garrard as senior inspector of schools. Early in the following year Mulgan became seriously ill. In a personal letter to him Dr Arthur Marsack wrote, "You have worked too hard and too long and the effect of working too hard and too long is that unless you can be persuaded to take a thoroughly restful long holiday the warning you have had in your recent severe illness will culminate in a serious nervous breakdown."[1] Acting on Marsack's advice the Board granted Mulgan temporary leave of absence and it also granted him leave of absence, with salary, to visit England for nine months during 1915. At the same time it increased his salary to £700 a year. Hector K. Burns, who had been headmaster of the Newmarket school since February, 1913,[2] was appointed to the inspectorate in April, 1914; born in 1878 he had served under the Board for nearly 19 years. These men — Burns, Garrard, Mulgan, McKenzie, Grierson, McIlraith, Lambourne, Priestley and Stewart — along with Cox, Burnside and Plummer, were the last inspectors to be employed by the Board.

---

[1] The scheme for the control of Hamilton High School was published in the *New Zealand Gazette*, 30 March, 1911.

[2] W. J. Anderson, assistant inspector-general, to R. Crowe, 13 April, 1911.

[3] Scott had reached the age of 65 on 21 March. He died at his home in Cleveland Road, Parnell, on 19 March, 1928, aged 80.

[4] In 1914 and 1916 he assisted the Board in a relieving capacity. He died on 31 October, 1923.

---

[1] For a few weeks early in 1916 he took charge of Beresford Street school because of the illness of W. J. Gatenby. Stewart died at his home in Claude Road, Epsom, on 12 May, 1921.

---

[1] Grierson died on 18 June, 1930, at the Auckland Hospital, as the result of an accident; he was aged 77 years.

The Board and its inspectors shared many worries. It was difficult to procure teachers for remote areas and the withdrawal of pupil teachers from schools of grades V and VIa[3] after 1 January, 1912, seemed to foreshadow the gradual abolition of pupil teachers from all grades of schools. Even the grant for relieving teachers was insufficient; during 1912, for example, there was a loss of £333 on this service. The great demand for teachers resulted in the employment of teachers "without any true conception of what can be accomplished and is being accomplished in types of schools similar to their own, without real enthusiasm, and without natural ability to understand and appreciate the difficulties and true significance of the work they are engaged in".[4] During 1913 the Board gave some of its teachers the privilege of visiting efficient schools and in 1914 observation schools were attended by inexperienced teachers. With monotonous regularity the inspectors warned teachers against hasty promotions; the arithmetic syllabus continued to be too wide and quite beyond the comprehension of children in the preparatory classes; and the inspectors usually found it "depressing to listen to the mutilation of beautiful thoughts expressed in beautiful words"[5] which teachers called recitation. By 1914 the inspectors were agreed that it would be desirable to raise the standard of the proficiency examination at the end of Standard VI. Occasionally something strange and new happened. During 1911 permission was given to the Dental Association to examine and report on children's teeth; in the following year a medical inspection was carried out in most of the city and suburban schools and in the Whangarei, Hamilton, Thames, and Waihi districts. In 1914, J. C. Dickinson asked the Ponsonby Committee to lay before the Board a plan for open-air work in the infant classes at his school but the Board could not "see its way to give effect to the suggestion". Another enterprise of a novel kind was the trial cinematograph lesson held on 31 August, 1911, at the Royal Albert Hall in Albert Street. The scheme originated with Milnes who looked upon it as "educative"; Crowe and the Board referred to it as "entertainment". Mulgan had little doubt "that the cinematograph, under favourable conditions, could be made of very real service to school work, and in future may become an indispensable aid to instruction"[6] but he saw that there were serious difficulties of organization, of finding time, of obtaining suitable films and of making them educative as well as attractive. "Moreover," he said, "there is always the danger of its encouraging children to find their way to 'Picture Entertainments' in the evening, where, quite apart from the 'going-out-at-night' habit which such action tends to foster, they may see pictures of a more or less undesirable character." Mulgan was speaking of the days of D. W. Griffith's "The Old Actor" (1912) in which Mary Pickford played the leading role, "The Birth of a Nation" (1914), and the Keystone Company's film "Mabel's Strange Predicament" (1914) in which Charlie Chaplin starred. But Milnes was supported by Cousins, W. W. Hill, N. R. McKenzie and about a dozen other headmasters, and the experimental lesson was given by Milnes to 800 Standard VI children. In order that the lesson would be educative and that the pupils could make the necessary preparatory study of geographical and other references Cousins sent to the various headmasters a synopsis of the films, *From Forest to Fireside* (The Making of a Newspaper — 12 minutes), *Microscopic Wonders* (5 minutes), *Above the Clouds* (3 minutes), *A Visit to the Nomads in Morocco* (4 minutes), *A Sugar Plantation in Sunda* (6 minutes), *Rice Growing in Japan* (6 minutes) and *Scenes in New York* (10 minutes). The Milnes committee carefully deliberated upon the trial lesson and passed unanimously three resolutions, —

---

[1] A. Marsack to E. K. Mulgan, 14 April, 1914.
[2] Before that, from October, 1909, he had been headmaster at Baillie Street, Thames.
[3] See *New Zealand Gazette*, 8 June, 1911.
[4] *Inspectors' Report for 1914.*
[5] *Inspectors' Report for 1912.*
[6] E. K. Mulgan to the Board of Education, 22 July, 1911.

> (1) Moving pictures are without doubt of great educational value. They are unrivalled in portraying the nature and habits of animals, of industries, and of scenery in which movement of rivers, trees, etc., is involved.
> The only serious drawback is the flicker of the pictures and until this is remedied it is not advisable to look continuously at the screen for any length of time.
>
> (2) Owing to difficulties of organization and time spent in travelling, it is not advisable to hold similar lessons to the trial one as a regular thing.
>
> (3) It would be practicable, however, to arrange for cinematograph lessons in various city and suburban halls at which children from one or two schools only would attend at one time. The time spent in travelling would then be inconsiderable and the teacher in charge, knowing his pupils, would be able to make the lesson approximate more closely to that of an ordinary school one.

The Board received the report and took "no action". However, since each child had had to pay an admission of 1d. and the expenses had been slight, the Campbell Free Kindergarten at Freeman's Bay received a donation of £2/2/6. But the Board at times had its own "progressiveness" kept in subjection. In February, 1914, the Training College Advisory Committee recommended it to apply for a grant of £50 for the purchase of a piano for use in the Model School and Junior Model School Departments of the Normal School; but Hogben was unco-operative and declined the application. "It is preferred," he said, "that the Model Schools should show what can be done without a piano." [1] The Board meekly yielded. Such capitulations by the Board were common during the Hogben period. The fault was in themselves that members were declining into underlings.

Because of the provisions of "The Defence Amendment Act, 1912" and "The Education Amendment Act, 1912" the existing arrangements with respect to military drill in public schools ended on 31 December, 1912. Under Section 6 of "The Education Amendment Act, 1912" arrangements — "in accordance with Regulations to be issued in due course" — could be made for military drill in public schools where there were approved instructors. It also provided that military drill so given would be subject to inspection by an officer appointed by the commandant of Defence Forces. Officers' uniforms could not be worn by those in charge of military drill unless they were officers in the Territorials or in the Senior Cadets. It was expected that the Defence Department would make every effort to provide for those teachers who wished to join either the Territorials or the Senior Cadets.

---

[1] G. Hogben to R. Crowe, 30 March, 1914.

The appointment of the Education Department's director of physical training, Thomas B. R. Garlick, dated from 15 November, 1912. Francis R. Just, Stanley Moore and Walter A. Johnson were appointed inspectors and teachers of physical training as from 3 March, 1913 and Dorothy K. Heritage's appointment dated from 29 March. Moore was appointed to the Auckland Education District and the Board afforded him the necessary assistance in carrying out his duties. That the principles and methods of the new training might be diffused rapidly and widely the Auckland Board held classes at Hamilton, Whangarei, Auckland, Thames and Te Aroha. The schools in those districts were closed so as to enable all adult male and female teachers to attend for instruction and the Board advised teachers to wear suitable gymnasium costumes — "tennis costume" was suggested for males. The course was both theoretical and practical, and included breathing exercises, organized games, swimming, first aid, and signalling. In September arrangements were made for Moore and his assistants to inspect and assist the teachers who were introducing the new courses of physical training, beginning with Hamilton district where they were introduced first and then proceeding to Te Aroha, Rotorua, Thames, Auckland and Whangarei. Regulations based on the Swedish-inspired *Syllabus of Physical Exercises* of the English Board of Education were announced in the *New Zealand Gazette* of 30 October. About the year 1912 "organized activities" were receiving a fair amount of attention from Auckland teachers. "There is no better work in the field of education," said the Auckland inspectors, "than the inculcation of a love of wholesome outdoor games." They valued this love because they saw in it the means of encouraging and strengthening "habits of obedience, unselfishness, co-operation, manliness, a desire to work for a common end, the power of submitting patiently to temporary failure and the power of sustained effort". [1] There was no question of the children attaining a satisfying, skilful proficiency at games; it was not to be thought of — at least it was not openly admitted — that by their love of games children could be encouraged to turn to them for simple, rational, healthy recreation. However, several of the junior male teachers of Auckland were capable of taking an interest in the physical as well as the mental development of their pupils; they were not theorists, but skilful players who loved the game as a game. Frank R. Wilson (Newton East), for example, was an Auckland representative at rugby from 1906 to 1910, and a North Island and New Zealand representative in 1910; he also played senior cricket for

---

[1] These words are from the draft of the Inspectors' Report for 1912; their literary extravagance was modified only slightly in the published report.

Ponsonby. Louis J. Mark (Ponsonby) was provincial champion over 100 yards and 440 yards in 1911-12; he had been a junior hockey representative in 1908; and he was the best shot in the Waipu Scottish Horse. Harold E. Webster (Grey Lynn) was champion of the Auckland tennis club in 1912; he had been an Auckland representative soccer player from 1908 to 1910 and a junior hockey representative in 1905. Frederick H. M. Shepherd (Richmond Road) played rugby for Northern Wairoa in 1910 and for the senior University team in 1911 and 1912. Rupert C. Moore (Mt Eden) had played cricket for Rotorua and the University, senior hockey for the Auckland club, rugby for Rotorua, and in 1912 he was secretary of the Auckland Public Schools' Rugby Union. Jacob W. Fawcett (Mt Albert) was an Auckland junior representative at rugby in 1912. Percy F. Skinner (Richmond Road) had played cricket for Tauranga in 1908 and 1909 and for the University in 1911. John Masefield (Nelson Street) had played rugby for Te Puke and the University. Joseph A. Tatton (Remuera) played senior soccer for Ponsonby. And Edward Crosby (Newton West) was an outstanding marksman; on two occasions he had won the gold badge for the best shot in the Countess of Ranfurly's Own, he had been runner-up for the North Auckland championship and had tied for the Bay of Plenty championship. Men with these interests helped to bring a healthier attitude to teaching than had existed in the past. They helped, also, to correct the foolish notion held by Milnes and the public at large that New Zealand teachers were pedants, "sicklied o'er with the pale cast of thought".

In an address to the N.Z.E.I. at the beginning of 1914, Milnes described the appearance of "round-shouldered, narrow-chested, pale, and anaemic-looking boys who were certified as proficient, going up Wellesley Street to carry on their work at the Grammar School". The acquisition of a good physique, he said, should be the very first essential of any system of education. He attacked the overcrowded schoolrooms and suggested a new type of open-air school; the average school desks, he said, were instruments of torture; the system of writing with the pen pointing towards the shoulder was unnatural and twisted the child's body. His plea for commonsense in education was endorsed by *The New Zealand Herald.* This journal deplored the lamentable shortcomings of the educational system which did so little at such great expenditure of money and energy and which paralysed the influence of progressive teachers as effectively as it petrified the methods adopted; the children and teachers, it said, suffered from an unscientific system; teachers had to meet the ever-increasing demands of the educational fashion-makers; it agreed with Milnes that an incalculable amount of physical harm was being done; too many pupils were being admitted to the secondary schools; the best brains were not selected; the whole system was ineffably stupid; it was an age of educational experiment but it was monstrous that the national health and physical development should be undermined; a crusade was called for against notorious educational evils.[1] Before long New Zealand was to be very proud of its young men who had been educated under an "ineffably stupid" system.

---

[1] *The New Zealand Herald,* 7 January, 1914.

CHAPTER 27

A STATE OF WILD ALARM

School Committees of 1911 were concerned with their "incidental expenses". Under Section 4 of "The Education Amendment Act, 1910" it was provided that the grants to School Committees for "general educational purposes" were to include such grants for incidental expenses as defined by regulations, as would amount in the aggregate for all the Committees to not less than the total amount calculated at the rate of 5/6 for each child in average daily attendance in the Education District. Regulations relating to the incidental expenses of School Committees were gazetted on 16 February, 1911. These expenses included expenditure under the following heads:—

(1) Cleaning — namely the complete and regular cleaning and keeping in order of buildings, furniture, fixtures, apparatus, and appliances in all the school premises, including classrooms, teachers' rooms, passages, lavatories, libraries, laboratories, workshops, outbuildings, drains, water-tanks, wells, and other appurtenances of the school premises (exclusive of repairs rendered necessary by fair wear and tear); the performance of sanitary and other services, the cost of requisites for cleaning; and the cost of fumigation when ordered by the Health Officer or otherwise deemed necessary.

(2) Heating — namely cost of fuel and other items connected with the heating of the school premises, sweeping chimneys, replacing of coal-scuttles, fire-irons, etc.

(3) Lighting, water-service, and sanitary service: all expenditure on these items when necessary (excluding cost of instalment or replacement of fittings, and cost of water-supply to school baths).

(4) Grounds: repair and keeping in order of the school grounds, fences, hedges, gates, and paths (including the clearing of gorse, broom, briar, and all noxious weeds, but not including the cost of replacing worn-out fences and gates, nor the repair and keeping in order of the teacher's garden or of the school glebe).

(5) Repairs of all buildings, furniture, fixtures, apparatus, and appliances on school premises that are rendered necessary by wilful or careless damage, and generally all small repairs other than those due to fair wear and tear, fire, earthquake or storm.

(6) Stationery: the cost of all stationery such as ink, pens, slates, slate-pencils, erasers, chalk, blackboard dusters, blotting-paper and other similar requisites, except paper and exercise-books used in school for school purposes, and all paper required for examination purposes; cost of stationery used for the transaction of the business of the School Committee.

At the discretion of the Board, incidental expenses could include, —

(a) The cost of all paper and other stationery used in school for school purposes.

(b) The salary of a caretaker appointed to have custody of the school buildings and to perform all or any of the duties indicated above; rent of caretaker's quarters, and all repairs to the same.

(c) The cost of water supply to school baths.

In April the Board resolved "for the present" to pay as from 1 January a special grant to the School Fund at the rate of 9d for each unit of average attendance. The basis of the scale upon which the grant was distributed was as follows:—

To schools having an average below 21 — 1/3 for each unit of average attendance.

To schools from 21 to 60 — £1/5/-, and 9d for each unit of average attendance over 20.

To schools from 61 to 480 — £2/15/-, and 6d for each unit of average attendance over 60.

To schools over 480 — £13/5/-, and 3d for each unit of average attendance over 480.

The grant for 1911 was paid with the school fund allowance for the quarter which ended on 30 June.

The Board laboured with difficulty to provide schools for the increasing population. The population of New Zealand in April, 1911, was 1,008,468 and at the beginning of 1914 it was 1,084,662; the population of Auckland Province at those dates was 264,520 and 287,793. Eleven new schools were built in 1911, 17 in 1912, 14 in 1913 and 23 in 1914; there were 7 marquee tents in use in 1911 and during the same year schools were conducted in 128 private buildings; very few residences — 3 in 1911 and 5 in 1914 — were erected; sometimes the Board's building scheme received a set-back through fire — the Hobsonville residence, for instance, was destroyed in October, 1912 and the Beresford Street school was damaged in August, 1913. In order to make provision for renewing worn-out buildings the Board placed an amount on fixed deposit at the bank; in 1914 this sum had reached £21,749. In outlying rural districts like Waitomo and Ohura counties where the number of children to be provided for was about 15 to 25, and where the prospects of the district did not appear to warrant the erection of a standard school building the Board provided shelter shed schools. The cost of these schools varied according to the situation. In some cases the cost of cartage alone amounted to £20 yet in others it was only £7 or £8. A fair cost for a school was considered to be £114, with £20 for 20 chains of fencing and a gate, making a total of £134.[1] In cases where the attendance increased to such an extent as to demand the erection of a standard school building, the shed school was used for the purpose of a shelter shed or it provided auxiliary school accommodation. From time to time schools were closed; occasionally the Board's decisions were resisted. In September, 1912, for instance, Mulgan recommended that the Chapel Street School (later Federal Street) should be closed and the pupils distributed among other schools. At that time the building consisted of four classrooms and a headmaster's room. Close to a boot factory, cabinetmakers, plumbers, and a livery stable, it was in a manufacturing area quite unsuitable for dwellings; and it was still unfortunately known as the "truant school". But committeemen — perhaps, also, former students — looked back with emotion to 1883 when the property was leased from the Grammar School Board at an annual rental of £33 for 40 years, to the days when the compulsory clauses of the 1877 Act were brought into effect and a "truant school" was housed in the Temperance Hall, Albert Street, and to the time when a two-roomed brick building was erected on the leased area in Chapel Street. They protested against the closing and formed deputations but in

---

[1] During the war prices rose to £144 for the building and £35 for fencing. A school measuring 18′ 6″ by 14′ 6″ cost about £20 less.

January, W. H. Draffin, who had been headmaster from June, 1897, handed over the keys to the Board. Board members travelled widely throughout the Province in order to meet School Committees and make themselves familiar with the material needs of the schools. Early in 1913, Garland, Banks, Greenslade and McKenzie made an official visit to Rotorua and the Bay of Plenty and discussed such subjects as the state of school grounds, the acquisition of sites for schools, small repairs, additions to school buildings, extension of boundaries of school districts, playgrounds, and the painting of school porches. The School Committees expressed the hope that the Board members would visit the districts again "and so get into closer touch in the future with the actual requirements of country districts than they did in the past".[1] In April of the same year Mulgan, accompanied by Banks and Burns, visited the Hauraki Plains district with the object of enquiring into the educational requirements of that part of the Province. They visited Kerepehi, Orchard, Waitakaruru and Pipiroa East and West and made recommendations relating to school sites. At about the same time Garland visited King Country schools and met chairmen, local managers or prominent settlers in Taumarunui, Matiere, Ohura, Turoto Road, Tokirima Road, Okahakura and Taringamutu and discussed with them teachers' dwellings, fencing, and accommodation for children's horses. Perhaps it was because he had been a teacher that when Murray visited schools north of Whangarei with Garland in February, 1913, he noted the tidiness of Horahora where Florence M. Wells had been the teacher since May, 1905. "Interest in schools," said Murray, "was shown everywhere by the Committees who are most anxious for the success of the schools under their charge. The struggle for existence is pretty keen, especially in the north-west and every encouragement should be given by the Board to those deserving people." But when the chairman of the Wakapara school complained of four women assistants getting married all that Murray and Garland could do was to express sympathy!

In its painful search for money the most noteworthy effort made by the Board about this time concerned the old Supreme Court site. In 1910, during Parr's chairmanship, the Board took steps to assert what it considered to be its rights in respect to the valuable Queen Street educational endowment fronting Queen Street, Victoria Street, Elliott Street and Darby Street. In Auckland's early days the Supreme Court, the Resident Magistrate's Court and the gaol stood on this site.[2] In 1910 the value of this property was about £250,000; the Board contended that it was entitled to receive all the ground rents, amounting then to £1100 a year. The matter came before the Court of Appeal in October. Mr Justice Edwards was of the opinion that the Board was entitled to the rents of the property but a majority of the Court — Williams, Cooper, Chapman and Stout — decided against him. All the judges agreed upon two points — one, that it was not an education reserve within the meaning of the Education Reserves Act and therefore the Government had no claim to charge as against the Board's revenues the rents and profits from the endowment, and two, the fund was for general education purposes within the Provincial District of Auckland. The Chief Justice, Sir Robert Stout, defined those general educational purposes as being (a) support of primary schools, (b) Grammar Schools outside of the City of Auckland, (c) the Model School, and (d) scholarships for the Auckland Grammar School and Auckland University College. The majority of the judges agreed that legislation was necessary. The Board's solicitor, J. R. Reed, advised it to arrange a conference of educational bodies; he felt, too, that under the term "primary schools" the Board could work in a share of the revenue to technical education. Representatives of the Auckland Education Board, the University College Council, the Grammar School Board, Thames High School Board, Whangarei High School Board, and the Elam School of Art met on 8 and 22 March, and 5 April, 1911, and resolved to ask the Minister of Education to receive them as a deputation. In August, Fowlds was waited upon by Parr and Murray (Education Board), Dr W. C. W. McDowell and G. L. Peacocke (University College), O'Rorke and J. A. Tole (Auckland Grammar School Board), H. Lowe (Thames High School) and A. H. Mason (Whangarei High School); he told them that he expected to have a bill prepared before the next parliamentary session. Since it appeared that the amount to be available for each purpose would be small, he wondered whether the deputation's proposals did not tend to scatter the benefits of the endowment too widely. By "The Auckland Education Reserves Act, 1912" the site was vested in the Public Trustee as a reserve for educational purposes in the Education District of Auckland.[1] Under Section 4 it was incumbent upon the Public Trustee to pay over the rents and profits accruing from time to time as follows, — (a) one third to the Auckland University College for the purpose of higher education, (b) one third to the Governing Bodies of secondary schools in the Education District of Auckland, and (c) one third to the Auckland Education Board as the controlling authority of recognized special, associated or college classes as defined in Section 179 of "The Education Act, 1908", for the equipment, establishment and maintenance of those classes, in proportion to the capitation payable on account thereof, for the year ending on 31 December immediately preceding the date of payment.

---

[1] Report of Members' visit presented to the Board, 5 February, 1913.

[2] This property was affected by the Provincial statutes, "The Supreme Court Site Act, 1864", "The Education Reserves Management Act, 1871", "The Education Reserves Management Act, 1871 Amendment Act, 1871", "The Education Act, 1872", "The Auckland Supreme Court Grant Empowering Act, 1874", "The Public Buildings Act, 1874", "The Supreme Court Site Leasing Act, 1875", and "The Public Buildings Act, 1875", and by legislation of the General Assembly, — "The Public Reserves Act, 1854", "The Auckland Supreme Court Site Act, 1873", "The Abolition of Provinces Act, 1875", "The Education Boards Act, 1876", "The Auckland Public Buildings Act, 1876", "The Education Act, 1877", "The Education Reserves Act, 1877", "The Auckland Hospital Reserves Act, 1883", and "The Special Powers and Contracts Act, 1886".

In 1912 Education Boards were again faced with the possibility of extinction. A Local Government Bill introduced by Sir Joseph Ward, made provision for the establishment of a Local Government Board, consisting of the Minister of Internal Affairs, three permanent heads of Departments, and three other persons appointed by the Governor. The intended function of the Board was to exercise certain powers of supervision, control, and administration in matters of local government. The

---

[1] The area was described in the First Schedule to the Act.

Bill divided the whole of New Zealand into areas of local government with provinces, twenty-four in number. At that time there were in New Zealand a total of 622 local government districts. Every province was to be governed by a Provincial Council consisting of elected representatives of the various counties and boroughs. The chief functions of the proposed Provincial Councils related to hospitals, charitable aid, public health, education, harbours, main roads and bridges, rivers, and drainage and water-supply. Provision was to be made for enabling Provincial Councils to fulfil their functions by appointing committees for special purposes. A Council would have appointed to such committees not only its own members but also other persons whose expert knowledge or other special qualifications might have been of assistance in the exercise of the special functions entrusted to that committee. Part X of the Bill referred to Education. Every province was to be constituted an Education District for the purposes of the Education Act. All Education Boards were to be abolished, and their powers transferred to Provincial Councils. The Minister of Internal Affairs, David Buddo (Kaiapoi), called a conference of delegates of local bodies for 21 May for the purpose of considering the provisions of the Bill. Representatives of local bodies in the Auckland District — including Garland, Murray and Harris — met on 15 May at the Municipal Buildings and elected seven delegates; Garland was appointed one of the Auckland delegates. Before the Wellington Conference took place representatives of the Auckland, Taranaki, Wanganui, Hawkes Bay, Wellington, Nelson, North Canterbury, Grey, Otago and Southland Education Boards met in the Wellington Board's office. The chairman of the meeting was M. Dalziel of North Canterbury. Part X of the Bill was discussed and the conference unanimously passed four resolutions, —

> 1. That this Conference of the Education Boards of the Dominion, while refraining from any expression of opinion upon the general provisions of the Local Government Bill, respectfully urges that the inclusion of education within the scope of the measure is fraught with serious danger to, and is inimical to, the best interests of our State system of education.
> 2. That the administration of education is so widely divergent in character from all the other subjects embraced in the Bill, and is of itself of such importance as to call for separate administration by Boards especially chosen for the important work.
> 3. That the transfer of the administration of education from Boards closely in touch with parents, and specially elected for the important work, to Councils charged with a variety of other and widely divergent functions, would lead to diminished efficiency without securing any economy of cost.
> 4. That the increase in the number of bodies charged with the administration of education will lead to increased cost without securing greater efficiency: and that the proposal to cast a part of the cost of primary education upon local rates is destructive of the national character of our education system, and entails new burdens upon the taxpayers without providing any compensatory advantage, while exposing schools to the danger of being starved.

During the deliberations, Garland said that the Auckland Board had viewed the Bill with a certain amount of alarm when it was first circulated, but that subsequently it had been looked upon more in the light of a Gilbert and Sullivan Comic Opera. The view of the Auckland Board was that a splendid system would be abolished for an experiment; it also opposed placing educational expenditure on the local rates. The

Minister of Education received a deputation from the Boards' Conference. "We have here in New Zealand," said Hanan, "a State system of education. Our system is greatly enhanced by this special feature of local administration, though I admit the feature is capable of simplification and improvement. The living interest of the people in the schools is an element on no account to be sacrificed. Educationalists from elsewhere appreciate the good effects of this factor. On the other hand, a national system should not be hampered by parochial restrictions, and it is the task of legislation to remove surviving provincialism whilst safeguarding the legal functions of government, which in the past have been exercised to such good purpose." Sir Joseph Ward invited the General Conference to set up a committee to bring forth recommendations and suggestions for the help and assistance of the Minister of Education and the following suggestions were made:—

1. Your Committee recommends that Part X of the Local Government Bill be eliminated.
2. Your Committee suggests that the Minister should take steps to ascertain whether the boundaries of the various education districts cannot be improved.
3. Your Committee suggests that the Minister should consider the question of subsidies (or capitation) now being paid to Boards, and Boards of Governors, for technical and manual training and secondary work.
4. Your Committee suggests that the results of inquiries, if made, under Resolutions 2 and 3, should be communicated to Boards for consideration, and for further alteration, if necessary, before any material amendment in the law is made.

These resolutions, on being presented to the Conference, were adopted unanimously.

When he received the deputation from the Boards' Conference, Hanan gave it confidential information on the proposed terms of reference of an Education Commission, and in reply to a question asked by Garland he said that it would not be possible to have an alteration in the law until it had reported. The Commission, consisting of Mark Cohen (Dunedin), William Davidson (Dunedin), James R. Kirk (Gisborne), Frederick Pirani (Feilding), Hugh Poland (Paeroa), John C. Thomson, M.P. (Riverton) and Thomas Umfrey Wells (Auckland), was appointed on 24 May, 1912, to inquire into and report on certain matters relating to the system of education in New Zealand. The headings under which the commissioners made their investigations were:—

1. The cost of State education in respect to primary, manual, technical, and secondary, and its relation to efficiency;
2. The administration of the central Department;
3. The powers and rights possessed respectively by Education Boards and other local educational authorities, and whether they should be extended;
4. The expenditure on manual and technical instruction, and the question of local responsibility in regard to providing portion of funds therefor;
5. The amalgamation of local governing or controlling bodies;
6. Overlapping and duplication;
7. The finance of Education Boards, high school and manual and technical governing bodies;
8. Agricultural instruction and rural courses;
9. In what respects school instruction can be improved and made of more practical value in equipping pupils for their future careers;
10. Scholarships and free places — what changes, if any, should be made in this direction;

11. And generally in what respects improvements can be made to secure higher efficiency, better administration, and co-ordination, and the securing of greater value for the annual expenditure on the branches of education above referred to.

The Commission met at the offices of the Auckland Education Board from Tuesday, 4 June to Tuesday, the 11th. Among the witnesses who gave evidence were Mulgan, Robert Campbell, first assistant at Mt Albert and president of the Auckland District Educational Institute, N. R. McKenzie, headmaster of Mt Eden and president of the Headmasters' Association, Euphemia Simpson, Standard IV teacher at Newton East and president of the Women's Branch of the Auckland District Educational Institute, Margaret Newman of the Normal School, representing the women teachers, Francis H. Brown, first assistant at Newton East and president of the Assistant Masters' Association, Milnes of the Training College, William O. Lamb of Maungakaramea and president of the Auckland Country Teachers' Association, Purdie who was not then occupying any scholastic position, Cousins of the Normal School, who attended at the request of the Educational Institute, Crowe, secretary of the Board, Frederick E. N. Gaudin, chairman of the City Schools' Committee, George of the Technical College, John Farrell, who had been architect to the Auckland Board for the previous five years, E. C. Banks, a farmer from Matamata, a recent addition to the Board, chairman of his local school committee, and before he became a farmer eight years previously, a clerk in the head office of the Education Department, C. J. Parr, mayor of Auckland, and Garland, chairman of the Auckland Board. Mulgan spoke on four matters. First, he said, there was unrest among teachers over promotion; he saw advantages in a common grading system for New Zealand but this, he added, would be possible only if Boards were done away with and all education centralized. Second, he felt that scholarships should take the form of boarding allowances to country children who had to live away from home. Third, he emphasized that schools were generally understaffed. Fourth, he deplored the supply of teachers with which the country had to be satisfied; the causes of the shortage of teachers were the excessive length of preparation, the poor pay offered, and the absence of "prizes" within the service. Campbell presented a well-prepared statement. He advocated the consolidation of small country schools, that the inspectors should be placed under the central department, that there should be a quicker compliance with the Board's recommendations in regard to the erection of new schools and the enlargement of old ones, an alteration to the Order in Council of 12 February, 1912, by which country teachers found it impossible to obtain a C certificate because of the amount of practical work required, the appointment of teachers by Education Boards on the advice of the inspectors after grading all teachers, the abandonment of the system of payment by capitation for manual instruction, the cost of education to be provided for by general, not local, taxation, that the instruction in agriculture should not be of a technical nature, that the course in arithmetic should be curtailed, more evenly distributed and made more practical, that the abstract study of mathematical geography should be omitted from the syllabus, and that the

Junior National and Education Board Junior Scholarships[1] should be abolished and the money used to pay the lodging expenses of children highest on the list at the Junior Free Place Examination who were required to live away from home. McKenzie's evidence was similar to Campbell's but he also recommended the abolition of small Boards and the establishment of a sound promotion scheme. Miss Simpson wanted the status of women teachers improved. Miss Newman made three requests — that kindergartens be incorporated in the public system of education, that schools be established for children whose development was abnormal, and that girls be trained in domestic work. Brown stated that there should be larger playgrounds, that the number of examinations then "in vogue" was excessive and unnecessary, and that positions should be open to merit; before there could be promotion according to merit, he said, two regulations should be abolished — "at least one of the first three assistants in any school shall be a woman" and "at least three of the first six assistants in any school shall be women".[2] Milnes, convinced that the teacher was the pivot of the educational system, spoke on such problems as the inadequate salaries paid to junior teachers at the Normal School, the latitude which the Boards should have in the matter of providing teaching practice for students, the possible importation of teachers from England to off-set the number of uncertificated teachers in New Zealand, and the obvious need for secondary teachers to be trained; he wanted more attention to be paid in the primary schools to physical culture, and he suggested that the word "inspector" be changed to "adviser"; he criticized the indiscriminate use of the terms "school" and "college"; and he deplored the class feeling which he saw growing through the establishment of private schools such as King's College. Lamb presented his case adequately and referred to anomalies in staffing, salaries and the cost of living, promotion, consolidation, medical inspection, teachers' residences, and rural courses of instruction; he wanted the avenue to the secondary school to be wholly dependent on the judgment of the inspector and head teacher because the scholarship system exalted precocity and passed over the more stable child who developed later. Purdie presented his master concentration scheme. Cousins called the Commissioners attention to five outstanding developments in New Zealand education. First, there was a changed attitude to school; once there had been a great amount of truancy but the majority of children in 1912 loved going to school. Second, the decrease in corporal punishment showed that school discipline had improved. Third, modern subjects in touch with the child's life had been introduced into the schools. Fourth, there had been a move away from the training of a few faculties. Fifth, pupils were receiving a schooling which aimed at their all-round development; this, said Cousins, was due to three factors — the improved status of teachers brought about by the court of appeal, the colonial salary scale and the establishment of the superannuation fund, the amendments made in the examination requirements for teachers' certificates, and the advances which were being made in biology, embryology and psychology — educational authorities were beginning to be dissatisfied with mere empiricism. Children of the backblocks suffered most in New Zealand because of irregular attendance brought about by bad roads, the difficulty of obtaining teachers for remote schools, and the frequent changes of teachers. Cousins therefore suggested that the Government should improve its roads, that higher pay should be offered to country teachers, and that extra service marks should be given to those teachers who served in the rural schools. Crowe, with 29 years' service, spoke very briefly on the scarcity of teachers and the evils of the staffing arrangements of the 1908 Act, the difficulty of obtaining teachers for district high schools, and the lack of Departmental provision in the way of payment for extra teachers in rapidly growing districts. George, taking his stand on Spencer's indefinite definition that the function of education was "to prepare us for complete living", emphasized the large share which he thought technical education should have in leading people to that happy state. Gaudin expressed the opinion of seventy-two Committees when he criticized the Auckland Board's refusal to send to each Committee the names of four candidates from whom it could choose its teacher. School Committees in Auckland felt that they had been "belittled on all sides". "Their powers," said Gaudin, "have been curtailed to such an extent that they now have nothing to do practically but act as overseers of the ladies who scrub out the schools." Banks attended the Commission's session prepared to speak on four matters — the school syllabus, teachers' colleges, country schools, and the division of the District. He expressed his amazement at the remarkable ignorance and lack of practical knowledge of the children who left Standard VI; this dismal condition would evidently have been brightened had the children been told something about plant germination and the calculation of acreage! Farmer Banks advocated sending all male students in Training Colleges to a Government farm for six months. In his concern for the country population he suggested that the Department should give the Board £100 to use on each of several localities where schools of average attendances of 10 children could be established. Finally, he proposed the division of the Auckland District at Mercer and the formation of a South Auckland District centred at Hamilton. In answer to a few questions Farrell gave some figures which indicated that the cost of labour and timber had risen; first class kauri timber cost 26/- per 100 feet and the cost per square foot for classroom floor-space had risen from 15/- to 17/- within two years. Parr gave his prepared opinions on playgrounds, the extent of Education Districts, grading, and the syllabus. To stay healthy, children required better and bigger playing areas. Parr regarded the grading of teachers by the inspectors as the best thing that was done during his three years' term as chairman; he was opposed to School Committees appointing teachers because they had no real capacity for that work. He spoke against the small Boards. "I believe," he said, "that any large business, provided you get competent executive officers, can be much more efficiently and economically managed than a comparatively small business. The same principle applies to the administration of education." He therefore stressed the need for competent secretary, architect, and inspectors. Parr now recognized that the syllabus, if put into the hands of an expert teacher, was a great improvement upon the old one; but, he said, you must have a teacher of some experience — "an educationist, something more than a mere drudge". "Get the right kind of teacher," said Parr, thinking of all the weak, untrained, uncertificated teachers in Auckland, "and the syllabus is all right." Garland, in his second year as Chairman and with twenty-five years' experience as a School Committeeman, was presented with a wonderful opportunity to express the educational ideals of local administrators but he failed lamentably in his duty. Unlike the other witnesses he appeared before the Commissioners without having prepared any statement in reference to the inquiries being made.

---

[1] For the Junior and Senior Board Scholarships see Section 5 of "The Education Amendment Act, 1910". On 1 and 2 December, 1910, examinations were held for (a) the award of Junior National Scholarships and Education Board Junior Scholarships, and (b) admission to free places in secondary, district high schools and technical schools. The Auckland list was headed by Willis T. G. Airey, Henry E. D. Carpenter, Frances E. Hockin and Lucy G. Hutton.

[2] See clauses c and d of Part I of the Second Schedule of "The Education Amendment Act, 1908" referring to mixed schools.

The Commission reported on 31 July, 1912. Commendable features of New Zealand education were the devotion to duty shown by the officials, the services rendered without pay or reward by the large number of members of the different governing bodies, the zeal and high standing of the inspectors and teachers, the considerable measure of success attained in the application of modern methods of education to the problems of everyday life, and the readiness of the pupils to take advantage of the system as shown by the high percentage of attendance maintained, particularly in those portions of the Dominion where climatic and other conditions were unfavourable. The outstanding weaknesses enumerated by the Commission were the complexity of the departmental administration, the difficulty of securing satisfactory management in small education districts, the want of uniformity, aim, and method amongst inspectors, the unsatisfactory methods adopted by most Boards for the appointment and promotion of teachers, the indefinite and complicated nature of the syllabus, the unsuitability of school buildings and equipment in many instances, the inadequate playgrounds, the lack of co-ordination between primary and higher branches of education, the want of facilities for rural training, and the absence of a degree of direct responsibility of the Boards in the expenditure of the moneys entrusted to them.

Besides attending to such routine matters as obtaining a grant for a residence at Rawene, Walton or Otorohanga, supporting a request for a school at Upper Okauia, acquiring a school site at Birkenhead, or enlarging the school at Te Kuiti, the Auckland Board was compelled, during 1911 to 1913, to struggle with teachers' salaries, the staffing of schools, the grading and promotion of teachers, visits of teachers to other countries, the training of inexperienced teachers, and Technical College students and the laws relating to apprenticeship. During Garland's reign at the Board there was a sudden decline in the discussion of questions of a pedagogical nature as distinct from matters of organization and administration. There were several reasons for this variation in emphasis. Garland was not Parr's intellectual equal; yet he was probably more aware of his limitations. Parr, for example, rushed into criticism of the syllabus but said little while he was chairman which gave any indication that he was either abreast of educational developments or possessed of a reliable memory. Over the course of a number of years the Board had gradually succumbed to the force of personality, first of Bagnall's, then Parr's, and after them, Garland's. The Board reflected the interests and abilities of its chairmen — and Garland was not an "educationist". Since the members were administrators they had to be familiar with legislation that affected education and among the enactments of the years 1911 to 1913 were "The Education Reserves Amendment Act, 1911" which amended "The Education Reserves Act, 1908", "The Auckland Grammar School Site Act, 1911" which transferred part of the Auckland gaol reserve to the Auckland Grammar School Board as a site for a secondary school, "The Education Amendment Act, 1912" which amended "The Education Act, 1908", "The Reserves and other Lands Disposal and Public Bodies Empowering Act, 1912", "The Auckland University College Amendment Act, 1912" which altered the constitution of the College, "The New Zealand University Amendment Act, 1912", "The Auckland Education Reserves Act, 1912", "The Education Amendment Act, 1913" which amended "The Education Act, 1908", "The Education Reserves Amendment Act, 1913" which amended "The Education Reserves Act, 1908", "The Reserves and other Lands Disposal and Public Bodies Empowering Act, 1913", "The Hamilton High School Reserve Act, 1913", and "The Local Authorities Indemnity Act, 1913" which authorized and validated certain expenditure by such local authorities as Education Boards. Acts brought their harvest of regulations and the Board was expected to superintend the execution of rules covering public examinations, scholarships, books, free places, teachers' certificates, land reserves, manual and technical instruction, certificates of exemption, inspection and examination of schools, incidental expenses, staffs and salaries, training colleges, attendance, and superannuation. Some temporary relief from the developing chaos came with the passing of a comprehensive Education Bill in 1914.

The Education Board was given the opportunity of seeing the proposed provisions of the new Bill and of expressing its opinion of them. It was interested in compulsory attendance at continuation classes, capitation, the excessive representation of Education Boards on Boards of Governors, the advertising of vacancies in schools, staffing and inspection; but no feature of the suggested Bill compared with the Second Schedule in its power to send the Board into a state of wild alarm — " 'twas frightful there to see"! It enumerated the Education Districts into which it was thought advisable to divide New Zealand, — Southland, Otago, Canterbury, Nelson, Hawkes Bay, Wellington, Egmont, Waikato and North Auckland. The Waikato District was to include the counties of Thames, Ohinemuri, Waikato, Raglan, Piako, Waipa, Matamata, Tauranga, Kawhia, Waitomo, Awakino, West Taupo, East Taupo, Rotorua, Whakatane, Opotiki and Ohura with Hamilton as its chief town. The Education District of North Auckland was defined as "all that area in New Zealand being the Counties of Mangonui, Whangaroa, Hokianga, Bay of Islands, Hobson, Whangarei, Otamatea, Rodney, Waitemata, Eden, Manukau, Franklin, Coromandel, and Great Barrier Island (including all boroughs and town districts therein, and also including Waiheke and Little Barrier Islands)"; Auckland, of course, was to be its chief town. The majority of the Auckland Board members objected to the division of its District. No reason whatever, they said, had been adduced to show that it was too large and the district could compare with any other in its administration of both its secretariat and inspectorate; because a large district was more economically administered than a small one, a division would promote economic waste. Largely because of the lack of free trade in teachers the current of educational thought in New Zealand had been directed against the system of small districts. The Auckland Board felt that in determining boundaries an important matter was to include within each a sufficient number of large schools in order to ensure the promotion of teachers and thereby to secure the most efficient applicants. The proposed division of the Auckland District would group — temporarily, at least — all of what the Bill called Grade VII schools[1] in the North Auckland District, and no school in the South Auckland District would carry the highest salary. Another Auckland argument concerned its grading scheme. Teachers were satisfied that each of them received as fair a consideration and assessment as was humanly possible; this was because the grading was done by a large number of inspectors. A Dominion scheme of grading and a Dominion scheme of promotion were two different matters, of which the former was easier to solve than the latter. Teachers — especially those holding the higher positions — had always experienced difficulty in moving from one district to another, and although a scheme of grading would probably overcome this difficulty, it would continue for some time yet. If Auckland were divided, many teachers would find it difficult to obtain positions in the northern district where the larger number of higher grade schools existed. A divided Auckland district, moreover, would prevent many deserving teachers from improving their scholarship qualifications by attendance at University classes. The Auckland Board looked upon its inspectors as a council of Education and it was convinced that there were incalculable advantages to the inspectors themselves and to Education generally in a strong body of men being centred at as few headquarters as possible. To cut up the Auckland district and so divide the inspectorate into two relatively small groups, members said, would deprive inspectors of that necessary experience which they gained by constant association with each other; it was essential for their intellectual welfare that inspectors should be as closely as possible in touch with everything that tended to stimulate their mentality — the leading primary and secondary schools, the Training College, the University and libraries. The only difficulty experienced by the Auckland Board in efficiently administering the Education Act and Department Regulations had always been the insufficient fund at its disposal. The Waikato Branch of the Auckland District Institute of the N.Z.E.I. opposed any subdivision of the Auckland District; it supported the division of the Dominion into four or, at most, five Education Districts.

---

[1] These were schools with an average attendance of 501-550.

When the Board presented the Minister with its arguments against division, James Allen asked Garland "to look at the whole position of the Boards in New Zealand, not from the Auckland point of view, but as it concerns education generally".[1] He acknowledged the force of the arguments used for a fairly large Education District but he did not think that it was feasible at that time to reduce the number of Boards to four or five. "The outcry," he said, "even under present circumstances, when I only propose to reduce them to nine, is great, and it would be still greater if I proposed to wipe out more of the existing Boards and staffs." He asked the Auckland Board "in the interests of education in other Districts" to give up "a little". Mulgan and Purdie visited Wellington on behalf of the Board and were heard by the Education Committee of the House, the Minister of Education and Hogben. The whole question of division was explained at considerable length and a large number of questions was asked by the Minister and the Committee and so clearly did Mulgan and Purdie put the Board's case that the Committee appeared to be genuinely impressed with the reasons urged against the Bill's proposals. "We are hopeful," said Mulgan on his return to Auckland, "that further consideration will lead to the adoption of a wiser and more progressive policy than that which had for its object the dismemberment of a district that, in many ways, has taken the lead in educational advancement within these Islands."

In the House of Representatives on 30 September, G. M. Thompson (Dunedin North) brought up the report of the Education Committee upon the Bill to the effect that the Committee had considered the Bill and had taken evidence on it; it recommended that the Bill be allowed to proceed as amended. The Second Schedule had been struck out and instead provision was made for the creation of "not less than seven nor more than nine education districts". However even this arrangement did not last long and it was repealed by Section 2 of "The Education Amendment Act, 1915 (No. 2)" which stated that there were to be nine education districts — five in the North Island and four in the South. The borders were determined by the General Council of Education set up by the 1914 Act and gazetted on 24 February, 1916. The Boards were Auckland, Taranaki, Wanganui, Wellington and Hawkes Bay in the North Island, and Nelson, Canterbury, Otago and Southland in the South. Auckland's rural area was divided into three wards. The North Ward contained the following counties and all the schools situated therein: Mangonui, Hokianga, Whangaroa, Bay of Islands, Whangarei, Hobson, Otamatea, Rodney, Waitemata, and Great Barrier Island. The East Ward contained the counties Coromandel, Thames, Ohinemuri, Waikato (except Hamilton East School), Piako, Tauranga, Matamata, Rotorua, East Taupo, Whakatane, and Opotiki, and also the following schools in the Manukau and Franklin Counties: Clevedon, Flat Bush, Howick, Pakuranga, Panmure, Whitford Nos. 1 and 2, Maraetai Nos. 1 and 2, Mataitai, Papakura Valley Nos. 1 and 2, Wairoa South, Moumoukai, Mercer, Bombay, Drury, Pokeno, Ramarama, Hunua, Kaiawa, Maungatawhiri Valley, Paparata, Ararimu, Paparimu, Orere, and Ponga. The West Ward contained the counties Eden, Waipa, Kawhia, Waitomo,

---

[1] Hon. James Allen to G. J. Garland, 29 July, 1914.

West Taupo, and Raglan, also the Hamilton East School in the Waikato County and the following schools in the Manukau and Franklin Counties: Otahuhu, Papakura, Papatoetoe, Mangere Bridge, Manurewa, Ardmore, Mangere, East Tamaki, Weymouth, Pukekohe, Waiuku, Tuakau, Akaaka, Buckland, Harrisville, Mauku, Otaua, Patumahoe, Pukekohe East, Puni, Waipipi, Whangarata, Awhitu Central, Awhitu No. 2, Glenbrook, Karaka, Kariaotahi, Orua Bay, Pollock, Waitangi, Kohekohe, Manukau Heads, Te Hihi and Waiau: the whole of the Huntly and Ohinewai School Districts were in the East Ward.

The Education Bill had its first and second readings on 20 October, 1914, and on the 26th, Francis H. Dillon Bell, Minister of Internal Affairs, moved the third reading. There was some conferring with the Legislative Council over suggested amendments but ultimately the Governor's assent was notified on 5 November. On the same day Britain formally declared war on Turkey; and four days later H.M.A.S. *Sydney*, one of the escorts of New Zealand's "Main Body", destroyed the German raider *Emden*.

CHAPTER 28

COUNSEL AND ADVICE

The Department of Education continued to be constituted according to "The Education Act, 1908" with its main officers now entitled Director and Assistant Director. Hogben was appointed Director from 1 January, 1915 with Dr William J. Anderson as his assistant; when Hogben retired at the end of a month Anderson became acting-director until, on 1 May, he assumed the office of Director. While he was overseas in 1915, Mulgan was offered the position of Assistant Director but owing to the state of his health he was compelled to decline it; the position was not filled until 24 January, 1916, when John Caughley, a former pupil of the Beresford Street school, was appointed. After giving 38 years of faithful service to the cause of Education in New Zealand, Sir E. Osborne Gibbes retired on superannuation on 31 August, 1916, and Frederick Knox de Castro, chief clerk and accountant, was promoted on 2 November to the position of Secretary for Education. The Auckland Board quickly became accustomed to Departmental officers working in its District — inspectors and teachers of physical training, school nurses, medical inspectors of schools, and probation and visiting officers. Some Board employees entered the service of the Education Department. Margaret S. Newman, for example, was appointed on 1 December, 1919, as a supervisor for the education of girls and infants.

The 1915 Board differed from that of the previous year in only one respect. The restless Purdie resigned in March[1] and his place was taken by Richard Christie Smith of Matakohe. The election of the Education Board in 1916 took place on Wednesday, 19 July. For the first time the Education District of Auckland was divided into an Urban Area (90 votes),[2] North Ward (766), East Ward (601) and West Ward (483). The number of members for the rural area of a Board's District was six, of whom two were elected for each ward; and the number of members for an urban area was two for each 60,000 or part of 60,000 of the population of that urban area. Every person, male or female, of the full age of 21 years, resident in the education district, was qualified to be a member of the Board. However, the franchise was restricted to the members of the Committees of the school districts within each ward or urban area. No rational individual would have maintained that only those men and women who felt competent to attend to the menial, yet necessary, tasks of cleaning and heating local schools had the ability

[1] On 11 March he took up his duties as relieving head teacher at Matamata District High School and on 12 April he went as assistant master to Napier Street.

[2] The populations of Auckland boroughs on 1 April, 1916, were, Auckland — 68,820, Newmarket — 2819. Mt Eden — 12,010, Mt Albert — 9510, Birkenhead — 2282, Northcote — 1791, Devonport — 7863, and Takapuna — 3023.

to elect the Education Board. The proceedings of the new General Council of Education[1] illustrated how complex education was growing. Its duty was to report to the Minister on methods or developments in national education, matters concerning the provision of facilities for education, and on the co-ordination of the work carried on by the various bodies controlling education. Some of the difficult subjects on which the Council deliberated in its first five years were agricultural education, schemes of control of secondary schools, the establishment of high schools at various places, differentiation in the education of girls, University entrance, the period of attendance at secondary schools, mentality tests and medical inspection, the delimitation of education districts, physical training, scholarships and free places, industrial education, continuation classes, courses of instruction in secondary schools, principles governing the establishment of secondary and district high schools, child welfare, the adaptation of the educational system to the development of the Dominion's resources, the inspectorate, playgrounds, local control of education, retardation of school children, conditions of admission to training colleges, salaries of technical schoolteachers, salaries of teachers in secondary departments of district high schools, the appointment of a departmental school architect, higher leaving certificate equivalent, and salaries of inspectors. It is not surprising that it also recommended the Minister to set up a National Advisory Council on Research. The four successful candidates for the Auckland Urban Area in 1916 were G. W. Murray of Omahu Road, Remuera, G. J. Garland of Beaconsfield Street, Grey Lynn, F. W. H. Brinsden of Tennyson Street, Grey Lynn and Mrs Rosetta Lulah Baume of Princes Street, Auckland; J. D. McKenzie of Whangarei and R. C. Smith of Matakohe were successful in the North Ward; E. C. Banks of Matamata and A. Burns of Thames were elected in the East Ward; in the West Ward the successful candidates were W. Auld of Hamilton and James Boddie, a Scottish farmer of Te Kuiti. J. D. McKenzie succeeded Garland as chairman of the Board in August. J. A. Hanan, Minister of Education, sent a telegram of congratulations to the new Board. "The change," he said, "marks a new stage in educational administration. I feel confident that the deliberations and activities of your board will make for educational progress and that I will have your hearty co-operation in my endeavours to increase the efficiency of your education system." During 1917 two former Board members died; on 26 February, C. T. Barriball died at an Auckland private hospital at the age of 71 years and on 30 April, Bagnall died at Wynyard Street, at the age of 73. The Board remained unchanged till 15 December, 1917, when Auld died. An extraordinary election held on Friday, 1 February, 1918, resulted in James Shiner Bond of Hamilton taking his seat as a West Ward representative. Shortly afterwards, Garland was appointed to the Legislative Council. The Board's secretary, Richard Crowe, suffered a heart seizure and died on 19 May, at his residence in St Andrew's Road, Epsom; he was aged 59 years. The Board appointed as his successor the ever-watchful Purdie.[1] In May, before Crowe's death, the Board had resolved to decide by lot which of its members would retire in July; by this means Mrs Baume and Brinsden (Urban Ward), McKenzie (North), Banks (East) and Boddie (West) had to face the electors. The 1918 elections resulted in the North, East and West Wards remaining unchanged; Mrs Baume, Garland, Murray and Dr J. Slingsby Reekie were the members for the Auckland Urban Area, and Horace Stephen Waterlow King and J. R. Penning were chosen to represent the new Devonport Urban Area. In August, Banks was elected chairman. The Board remained unchanged during 1919 but an Order in Council, made on 25 February, in accordance with Section 2 of "The Education Amendment Act, 1919", declared the boroughs of Devonport, Birkenhead, Northcote and Takapuna, for purposes of "The Education Act, 1914" incorporated with the City of Auckland as one urban area. The Devonport Urban Area was thus extinguished and the Auckland Urban Area members at the end of 1920 were Mrs Baume, Dr Reekie, King and Murray; country School Committees were content to keep returning McKenzie and Smith (North Ward), Banks and Burns (East) and Boddie and Bond (West).

---

[1] E. C. Banks was appointed by the Government to represent the farmers' interests on the Council. He had the largest herd of Holstein-Friesian cattle in the Dominion and for several years he was a member of the Auckland Provincial Farmers' Union.

Subject to regulations under the 1914 Act, Boards were given the power to establish, maintain, and control public schools within their districts and the technical schools and continuation and technical classes of which they were the controlling authorities; they still could appoint teachers, allot scholarships, arrange conveyance of children, establish school libraries, define the hours of opening and closing schools and the length and dates of school holidays; they were still to administer the funds granted by the Department and all other funds which might become their property. The Boards' fund consisted of the General Fund and special funds; the former consisted of grants from the public funds not allocated to any special purpose, of rents and profits derived from property vested in the Boards not under any special trust, and of any other moneys which Boards might receive from fees for secondary or technical education or for continuation classes, or from donations, subscriptions, or otherwise, for the general purpose of education. Special funds consisted of grants from the public funds, of special endowments for particular purposes, and of any other moneys which the Boards might receive for special purposes from donations, subscriptions or otherwise. There was a special fund for each purpose for which grants or other moneys were received by Boards. They could transfer any amount from the General Fund into any special fund, but not from any special fund to any other special fund or to the General Fund. The 1914 clause relating to moneys for maintenance was repealed and Section 9 of "The Statute Law Amendment Act, 1917" substituted.[2]

The inspectors appointed by Education Boards under any former Education Act and in office at the commencement of the 1914 Act were deemed to be inspectors of the Education Department. Every public school, secondary school, and technical high school, every endowed school and registered school, every special and industrial school, was to be inspected by an inspector of schools, and it was to be the duty of the senior inspector resident in the district, in conjunction with other inspectors, to inspect the public schools and other registered primary schools in the District, to report on them to the Board and to the Minister, to give such assistance and guidance to the teachers as might promote the good conduct and efficiency of the schools, to advise the Board in regard to schools and teachers and in regard to such other educational matters as might arise from time to time. The Board provided free office accommodation for the inspectors and the senior inspector had the services of a typiste and shorthand writer who was also employed in the architect's department. In August, 1918, the Department decided to make a small grant to Boards towards the cost of providing clerical assistance. In compliance with instructions from the Education Department, Mulgan, early in 1917, divided the Auckland Education District into a number of sub-areas with headquarters in each where the inspectors concerned were obliged to live. The arrangements during that year were, —

---

[1] The appointment dated from 1 August; the salary was at the rate of £600 a year, rising by annual increments of £50 to £700. Purdie's salary was increased to the rate of £750 a year on 1 April, 1920.

[2] See *infra,* page 445.

District	Headquarters	Inspector
Central	Auckland	Mulgan
South Central	,,	Garrard
North Eastern	,,	Burnside
North Western	,,	Cox
South Eastern	,,	Lambourne
Eastern	Thames	Plummer
Western	Hamilton	McLeod
Southern	,,	Priestley
South Western	,,	McKenzie
Northern	Whangarei	McIlraith

The inspectors stationed in the Auckland District from 1915 to 1920 were Mulgan, Garrard, Burnside, Cox, H. K. Burns, Plummer, Priestley, Lambourne, McKenzie, McIlraith, Murdoch, McLeod, Thomas Francis Warren, George Pitcaithly, Andrew Nisbet Burns, James William Hardy, Hugh McChesney and C. R. Munro. H. K. Burns died at his home in Jervois Road, Ponsonby, on 22 March, 1915, aged only 37 years. Burnside died in July, 1917. For ten years his colleagues had looked on him as "a most capable officer with ripe experience, sound judgment, high ideals, and a deep sense of the responsibilities of office" and teachers respected him because he was "a courteous gentleman and an efficient and sympathetic worker in a cause where efficiency and sympathy are so greatly needed". Lambourne resigned his inspectorship in 1919 for the headmastership of Napier Street. Warren was born at Morrinsville on 15 June, 1879, and received his primary education at the Morrinsville, Henderson and Avondale schools; in 1890 he gained an Education Board scholarship. For the next five years he attended Queen's College under Dr McArthur. His teaching experience commenced on 20 July, 1896, when he was appointed to Otahuhu as a pupil teacher; from 1898 he spent two years at Mt Roskill as an ex-pupil teacher. In 1900 he was head teacher at Maramarua and for the following two years he was in charge of the half-time schools, Miranda and Kaiana. Warren continued with his studies and in 1905 while he was the secondary assistant at Onehunga District High School (1903-06), he completed his B.A. degree. He transferred as first assistant to Avondale (1906-10) and then to Parnell (1910-14). During this period he took an active interest in the Educational Institute; for a time he was secretary of the Auckland Branch and in 1914 he was its president. He acted as an inspector under the Board in 1912-13 but after a short period as headmaster of Richmond West school (1914-15) he was appointed as a Departmental inspector in Auckland on 1 July, 1915; on his return from the War he resumed service as an inspector in 1920 in Wellington. Pitcaithly and McLeod had come to Auckland from Canterbury; Hardy had been appointed from Otago and A. N. Burns had been transferred from Wellington. Hugh McChesney's appointment dated from 24 May, 1920; before that date he had been headmaster at Bluff, Southland. Colin Robert Munro, born on 14 July, 1874, first applied for employment under the Board in June, 1889; he had then passed the Sixth Standard at Paterangi. He applied again in the following year, and strengthened by a good report on "his natural qualifications, mental and physical" written by A. F. Burton, headmaster of the Harapipi half-time school, he was accepted and started his teaching career on Monday, 11 August, 1890, at the Cambridge School — he was indentured for three years from 1 August. His first appointment in charge of a school was as teacher of the Te Akatea and Waingaro half-time schools — 13 miles apart — at a salary of £80 a year. He was transferred in August, 1895, to Ponsonby; in view of the facts that the cost of living in Auckland was much greater than in Waingaro, that he had to pay more for his lodgings, and that he had to dress better, the Board increased Munro's annual salary to £90 from 1 October. His classification was raised to D3 in June, 1896, but so lacking of any system was the appointment of teachers that his salary was lower than that of any other male assistant in the city holding the same certificate, and, compared with teachers of equal, and in many cases shorter, service who were in charge of country schools he was poorer to the extent of from £40 to £60 a year. However, on 31 March, 1897, he relinquished his position as assistant at Ponsonby and proceeded by train to Helensville and then by steamer to Mititai and Arapohue. The quality of Munro's work was always very good. In April, 1900, he was appointed first assistant master at Parnell with a salary of £175 a year. When Munro applied in March, 1906, for the headmastership of the Remuera school he was 31 years of age and classified C1; he was then living in Clonbern Road. His application was successful and his appointment was authorized from 1 June. At the end of 1914 and again in the middle of 1917 he acted temporarily as an inspector. He resigned his position under the Board on 31 October, 1920, and took up his appointment as inspector of schools under the Education Department. Mulgan, just before his own term of service as an officer of the Board expired, expressed to the members his appreciation of their uniform courtesy and consideration shown to him while he was chief inspector. "What little I have been able to accomplish," he said, "in furthering the interests of education since my appointment in 1910, has been largely due to the valuable support received from members.

Many important and pressing problems still await us, both here and elsewhere, for the solution of which energy, ability, and a true conception of aims are essential. I have every confidence, however, that the wise and progressive administration, which has done so much for education in the past, will enable these problems to be successfully grappled with, and the education needs of this district to be supplied with such fullness as the means at the disposal of the authorities will permit."[1] The Board, for its part, was fully appreciative of the valuable services rendered by Mulgan to the cause of education in Auckland and throughout New Zealand. It was unfortunate that it was to have so little more of his wise counsel and advice. During 1915 he was abroad and his remaining years were spent against a background of war and the financial restrictions of the early years of "reconstruction". Children, teachers and administrators experienced profound sorrow when he died at his home in Dilworth Avenue, Remuera, on 14 November, 1920. Of him the *New Zealand Herald* said, "No man of his time left a deeper impress on education in New Zealand."[2]

The inspectors were, of course, concerned with maintaining standards in the various subjects of the curriculum. Once upon a time great stress had been laid on accuracy of calculation and too little on the importance of method and of the intelligent application of principles. By 1915 the pendulum had swung too far in the other direction for there was a pronounced tendency to emphasize method at the expense of quickness and accuracy. Too much time was spent over concrete operations in number work in the lower classes and too little attention given to the learning of "tables". In most schools pupils read aloud from previously unseen texts with pleasing fluency and accuracy but not infrequently without being able to give an intelligent account in their own words of the meaning of the passages read. Inspectors still pleaded for such a treatment of history and civics that children would not continue to leave the school in lamentable ignorance of their heritage from the past and with but a limited appreciation of their duties in the future. Hanan was convinced that much more could be done to impress upon pupils the incalculable harm that intemperance was doing to individuals, to the State, and to the race, and so the Department issued wall charts, and the Board was asked to consider the desirability of informing teachers that they had to be given a prominent place on the walls of schoolrooms and that they were to be used regularly, particularly in the upper classes, in connection with lessons on the economic, moral and physical aspects of intemperance. While some commendable work was done in science, nature study and health, the instruction often was mere lecturing and not in keeping with the underlying principles of science teaching. One of the predominant tendencies of education then was the emphasis given to manual training; it was becoming an essential feature of the work of primary schools. In the upper standards of schools within reach of manual training centres, woodwork, cookery, laundry work and gardening made a considerable advance in quality and treatment.

---

[1] E. K. Mulgan to R. Crowe, 14 December, 1914.
[2] 15 November, 1920.

Mulgan was of the opinion that, in the interests of technical education in the Auckland district, the control and direction of work at the Seddon Memorial Technical College should pass to a Board of Managers as provided for in Section 113 (4) of "The Education Act, 1914". He saw that in the large and rapidly expanding Auckland District the Board had so many matters of pressing importance with which to deal that it was becoming practically impossible for it to devote that detailed and concentrated attention which technical education demanded so urgently. Authorities throughout the Empire were emphasizing the importance of developing national education, especially technical education, in wartime. Mulgan realized that for New Zealand to be in a position to compete successfully in commercial and industrial rivalry in time of peace each branch of its education should be placed in the position most favourable for the complete development of its possibilities. The appointment of a special Board with a membership representing local bodies, public associations and parents would serve to increase the interest in technical school work. In March, 1916, the Director of Education advised the Board not to disturb arrangements for the control of technical schools just prior to Education Board elections and the matter was not raised until July, 1918, when the Board asked the Minister to act in the matter. He notified it of his approval and Anderson sent it a copy of amended regulations relating to the election and appointment of managers of technical schools.[1] Considerable delay in setting up a Board of Managers was caused by the Education Board endeavouring to secure legislation or regulations which would give representation to the Auckland Savings Bank, and it was not until the end of January, 1919, that it suggested as the constitution of the first Board 3 members elected by the Education Board, 3 elected by the City Council, and 2 elected by the parents of pupils attending the school. W. S. Latrobe, superintendent of technical education, approved, and nominations from parents closed on 29 March; only two nominations were received and on 31 March, C. R. Munro and Alexander Harris, M.P., of Takapuna were declared duly elected. The City Council appointed as its representatives Councillors A. J. Entrican, H. D. Heather and T. Bloodworth, and the Board's representatives were King, McKenzie and Murray. The first meeting of the Board of Managers took place on Friday, 30 May, Entrican was elected chairman, the director of the College, George George, was appointed secretary and treasurer, and it took over its financial responsibilities from 1 June. With the establishment of this new governing body the Board placed on record its high appreciation of the excellent work which had been undertaken by George; it also expressed its "high esteem to the teachers of the College, past and present, for the loyal individual services rendered by them at all times in the great cause of Education". At the same time it transferred the sum of £900 from the General Technical Fund to the new Seddon Memorial Technical College Fund in order to wipe out a debit of £688 and place the new Fund in credit. In accordance with regulations gazetted on 16 June, 1921, the Education Board, as the controlling authority, notified electing and appointing bodies of an election to be held during the forthcoming September; the notice was directed to School Committees within a radius of five miles from the College (one manager), Local Authorities within the same area (3 managers), Local Associations of Employers and Associations of Employees recognized by the Minister (3 managers each), parents of pupils attending the College (3 managers including one woman), and the Board of Education (3 managers). As a result of this election the enlarged Board of Managers consisted of Mrs Nellie E. Ferner, King and Murray of the Education Board, Mrs Hilda C. Rollett, F. W. Brinsden and S. I. Crookes, elected by parents, R. G. Speight, chairman of Onehunga School Committee, representing the School Committees, W. J. Holdsworth, who became chairman, J. M. Melville and J. Woodall, elected by Local Bodies, T. Bloodworth, John Clark, and W. Manson, representing the Employees' Unions, and the representatives of the Employers' Associations, H. Dearsley, J. T. Dawes and John A. C. Allum. With the creation of a Board of Managers of Seddon Memorial College the Education Board was uncertain of its jurisdiction as the controlling authority; it suspected that its jurisdiction would soon be merely formal.

---

[1] *New Zealand Gazette*, 8 August, 1918.

Teachers, more especially those living in country districts, frequently asked the inspectors for guidance in the selection of books which would help them in their school work. In November, 1915, when he was acting as senior inspector, Garrard issued a list of "helpful books for teachers" in arithmetic, English, geography, history and civics, drawing, science, agriculture and nature study, singing, primer work (with great emphasis on Montessori), and home science; the books suggested for school method were Dexter and Garlick's *Primer of School Method,* F. W. Parker's *Talks on Teaching,* Boardman's *Practical School Method and Organization,* Welton's *Principles and Methods of Teaching,* W. F. Jones's *Principles of Education,* M. V. O'Shea's *Everyday Problems in Teaching,* Cowham's *New School Method,* and the London Board of Education's *Handbook of Suggestions.* Some teachers who exercised their originality in teaching obtained such high standards of attainment that the inspectors realized that under the "orthodox system" remarkable talent was allowed to lie dormant. They encouraged teachers to try methods not formerly applied and to learn from the test of actual experience. One large school, for example, made a practice of subdividing its classes into groups, some of which worked by themselves without the direct assistance of the teacher, who was thus able to concentrate on the weaker children. Another school allowed its pupils in Standards III to VI to do much of their reading silently from books selected from the library; the numbers of books read in this way per pupil during a year were 36 for Standard VI, 14 for Standard V, 32 for Standard IV and 23 for Standard III. Attempts were made in some schools to secure a more rapid style of writing and experiments were being made to determine whether the use of lines was an aid or a hindrance. In a few schools isolated essays in Standard VI were largely discontinued and the more enterprising pupils were encouraged to take up some historical or scientific subject and to devote their time to producing a continuous narrative. Of course, different organizations that wished to publicize their objects still attempted to interfere with school routine, and the essay was the only method known to them. In July, 1919, for example, the New Zealand Fruitgrowers' Federation wanted the Auckland children to write essays on the apple industry and the Society for the Protection of Women and Children and Prevention of Cruelty to Animals encouraged boys and girls to write the autobiography of a cart-horse or a letter from an animal in a zoo to its mother in the jungle, or to compose an essay on the behaviour of our fellowmen or on the somewhat ambiguous subject, "How we treat our cats". Research and experiment, said the inspectors, tended to keep the mind fresh and open, and the ability vigorous and adaptable. The successful use of anything but "orthodox" methods depended solely on the individual teacher; where the results were inferior the fault lay more often with the teacher than with the method. George H. Lord, for instance, illustrated at the Model country school what could be done by Montessori methods, administered by a strong teacher under good conditions; but Pitcaithly doubted if his method of teaching were the "safest" and best "in the present state of our education" and with "the indifferent quality of many of our teachers and the adverse conditions under which the work is carried on". "In the hands of weak teachers," he said, "these methods will certainly lead to chaos and already in some country schools I have noticed the ill-effects of a false appreciation of the aims and principles underlying the Montessori methods."[1]

Mulgan was dissatisfied with the development of the secondary departments of district high schools; both parents and teachers had failed to appreciate their possibilities. It was his experience in the Auckland District that many parents did not realize the importance of education continued beyond the primary school stage and they refused to take advantage of and to support the efforts being made by the State to extend facilities for further instruction. "On the use made of the years from 14 to 18," said Mulgan, "will very largely depend the degree to which the young people concerned will ultimately benefit the community." At the end of 1915 the district high schools were Aratapu (enrolment 23), Cambridge (12), Coromandel (21), Paeroa (34), Pukekohe (21), Rotorua (25), Tauranga (26), Te Aroha (9), Te Kuiti (23), Waihi (60) and the Normal school (17); Te Aroha was closed, but Huntly joined the 1917 list; at December, 1920, neither the Normal school nor Huntly appeared in the number of district high schools, but Matamata (27), Taumarunui (34), Te Awamutu (31) and Whakatane (22) were recent additions. In most cases the quality of teaching at the district high schools was disappointing. The Board found it difficult to obtain efficient teachers, for, apart from the question of salary which was inadequate to attract the more desirable type of assistant, the positions offered few prospects for promotion. English — except composition — was well taught; few pupils studied a foreign language; elementary agriculture and horticulture were neglected and the work of the agricultural instructor was not followed up and reinforced; few attempts were made to link the work of the school with that of the farm and other local activities; most teachers lacked the art of questioning and the oral work of pupils fell below the standard of primary schoolchildren. In May, 1917, McKenzie and Banks conferred with the inspectors, Mulgan and McLeod, and James Patrick Kalaugher, supervisor of manual and technical instruction since 1 January, 1916. They agreed that the salaries payable to male assistants with suitable qualifications should be raised. Copies of a time-table drawn up by McLeod were sent to headmasters, and their attention was drawn to the need for connecting the work of the classroom as far as possible with that of the district. The question of increasing the number of hours from 25 to 27½ was considered and they suggested an increase of schooltime of half an hour per day. Mulgan stated that in England it was customary for pupils doing work in advance of the primary school curriculum to spend from 27½ to 30 hours per week in the schoolroom. McKenzie and his associates regarded it as highly desirable that headmasters should have received a university training up to degree standard and if possible should have specialized in natural and physical science. No criticism can be made of a man advancing his studies but the mere possession of a degree of mathematics, languages or science does not make him a teacher of those subjects. In his presidential address to the Annual Meeting of the N.Z.E.I. in January, 1917, W. Eudey of the Forbury school, Dunedin, had drawn attention to the number of teachers who were appointed to positions on the staffs of secondary schools because they were possessors of university degrees. "Now that our secondary schools are practically State schools," he said, "it is incumbent on the State to see that properly trained teachers are put in these schools." Kalaugher himself did not have a degree. When he applied in November, 1910, for the position of agricultural instructor, he had a C1 classification; the Board at that time took into consideration his successful teaching experience as pupil teacher at Geraldine (1884-8), assistant at Temuka district high school (1888-9), Greytown North (1889) and Timaru (1889-91), headmaster at Pleasant Valley (1892-95), Rangatira Valley (1895-96), Seadown (1896-1902) and Winchester (1902-1910) and his efficient teaching of such special subjects as agriculture, shorthand, woodwork, brushwork, cardboard modelling, drill, swimming, science (physics, chemistry, physiology and botany), and nature study; he had achieved a well-merited reputation through his Winchester school gardens, he had lived all his life in the chief agricultural district of New Zealand and he owned some 35 acres of high class agricultural land near Geraldine.[1]

---

[1] From the Report on the inspection of the Model country school of the Normal school made on 27 and 28 August, 1919.

The examination for the Standard VI certificates took place, in most cases, at the end of the school year and was confined to English and arithmetic, the other subjects being tested during the inspectors' visits to schools throughout the year. In many schools some or all of the subjects, geography, history, drawing, and elementary science, were absolutely neglected after the inspectors' tests. Thus, when new regulations relating to the Proficiency and Competency certificates were gazetted in October, 1916,[1] many schools had been examined already. A Certificate of Proficiency was "a certificate of good attainment in the subjects of the Sixth Standard" and the Department intended that, from 1916, it would be more difficult to procure. It was to be awarded to one who (a) obtained not less than 60 per cent. of the possible aggregate of marks in English and arithmetic together, including not less than 50 per cent. in each of the subjects, reading and composition respectively, and not less than 40 per cent. in arithmetic, and (b) had received sufficient instruction in the other subjects as prescribed by the regulations and had satisfied the inspector that he had reached a satisfactory standard of attainment in at least three of the subjects geography, history and civics, drawing, handwork, and elementary science. The candidate also had to give "evidence of good intelligence in reading". The relative values assigned to the English and arithmetic subjects were, — reading 150, writing 50, spelling 50, composition 150, and arithmetic 200. A candidate who satisfied the examiner in geography, history and civics, drawing, handwork, and elementary science and yet failed to gain a Certificate of Proficiency could be awarded a Certificate of Competency in Standard VI if he obtained not less than 50 per cent. of the possible aggregate of marks in English and arithmetic together, including not less than 50 per cent. in each of the subjects, reading and composition, and not less than 30 per cent. in arithmetic, or including not less than 50 per cent. in each of the subjects, reading and arithmetic, and not less than 40 per cent. in composition. The Certificate of Competency had always been looked on as a certificate of incompetence and even this stiffening-up process did not make it a reliable qualification for entry into some branches of the Public Service, nursing and commercial firms. Teachers looked with suspicion on the new regulations as a reintroduction of the system of cram which they had hoped was receding into oblivion. In 1918, because of the epidemic and the consequent closing of schools in November, certificates were determined largely on the teachers' recommendations and the results of pupils' efforts as shown in examination records. Although the scheme worked well the inspectors did not recommend the future abandonment of their own examination.

---

[1] Kalaugher had also been a successful competitor at athletic games, and he had represented South Canterbury at cricket and Wairarapa and South Canterbury at football.

Teachers frequently asked the inspectors if it were in the interests either of the individual or of the school to promote pupils who had been in a class for two or three years and who, judged by normal tests, were not sufficiently advanced to warrant promotion to higher standards. The inspectors of 1915 realized that the term "defective", as it was generally understood, could not apply to these pupils for "they were not deficient in many of the essentials that made for integrity, power of application, and common sense, but only incapable of absorbing and assimilating knowledge through the ordinary school channels as rapidly as their fellows". Whatever was the cause of backwardness, whether it was inborn, the result of neglect, or the lack of opportunity, it was a source

[1] *New Zealand Gazette*, 5 October, 1916.

of great embarrassment to the teacher. The inspectors were of the general opinion that no child should be kept in the preparatory class for more than three years or in any one of the Standard classes I, II or III for more than two years. "Such a pupil," they said, "if left behind year after year when others are promoted, loses in self-reliance and self-respect, in energy and desire to work: seeing his classmates, younger than himself, advancing where he continues to fail, he gradually comes to lose all confidence in himself and in his ability to succeed." Detailed regulations relating to payments to Education Boards, attendance registers and returns, grading of public schools, staffs, and salaries of teachers, probationers and pupil teachers, and training colleges, were announced by an Order in Council of 21 December, 1914.[1] Immediately, Mulgan drew the Board's attention to Regulation 4, clause B, sub-clause IV, which provided for a model school consisting of "a class of backward children of school age, with not more than forty children on the roll". This he regarded as a very important and highly essential addition to the types of model schools then in operation and early in January, 1915, he recommended its inclusion amongst the types of model schools required by Regulations. There were several obstacles to be surmounted before the class could be established under conditions which held out prospects of success. The children would require special consideration in the matter of accommodation, as their work would consist mainly of "manual occupations" for which liberal floor space was of prime importance; the Normal school rooms were not sufficiently large to satisfy the requirements. The room had to be suitably equipped with specially constructed tables, benches and apparatus. Most important of all was the teacher. "Unless he or she possesses special qualifications," said Mulgan, "and has received special and efficient training for the work, the effort cannot be attended with a full measure of success." He advised the Board to complete the details gradually and aim to begin work early in 1916. The Board adopted Mulgan's suggestions and left the appointment of a teacher in his hands; it was felt that the salary of £230 would attract a qualified English teacher. The accommodation problem was soon solved when A. M. Myers, M.P., generously offered to provide room in the second storey of the Kindergarten school about to be erected by him in Myers Park, and in March, provisional approval was given to the establishment of the class "subject to the services of a specially qualified person being secured".[2] While he was in England Mulgan visited a number of schools with classes for backward children and discussed the whole question with head teachers, special assistants and inspectors. When he called for applications in the *Schoolmaster* he received nearly seventy applications but almost all of them were without special experience. He had enough faith in the efficiency and adaptability of New Zealand teachers to reject the English candidates. After seeing some of the classes in England he realized that there were more difficulties to be considered. In all the schools which he visited, boys and girls were taught in separate classes, mainly because much of the work consisted of manual occupations, some of which — needlecraft and woodwork, for example — were not suitable for both sexes. Further, he saw that it was desirable that there should be more than one class so that the pupils could be taken in hand early — under certain circumstances, from the preparatory classes — and placed in a junior division, to be drafted gradually into a senior division. Mulgan told the Board that if only one class were to be set up in connection with the Training College it would require to be either a "Senior class" or a "School" including several divisions, in which case the roll number (40) suggested in the Regulations was unduly large in view of the importance of individual attention. He advised the Board, in January, 1916, to defer calling for applications until the building was almost complete. Anderson, the Director of Education, showed no enthusiasm for the project. "I think the matter might now well be left over till the conclusion of the War," he said. [1] He disagreed, too, with the experience of English specialists; he was "of opinion" that a mixed class up to the Third Standard would be more profitable than any differentiation in the manual subjects. His advice to Mulgan was "to await developments". The matter was deferred; but in November, when the building was ready for occupation, the Board applied for authority to open the proposed school for backward children. It was proposed to provide for about twenty children drawn from backward pupils who had not reached the age of 10 years; the majority of those pupils would not have reached a standard of education much beyond that of Standard I or Standard II; the supervision and control of the class would be entirely in the hands of the principal of the Training College but the Auckland Free Kindergarten Association would have control over the building. The class was referred to by various names — the school for retarded children, the Normal school for children of retarded development, and the special class for backward children. Anderson asked the Board to avoid the use of the expression "school for backward children" and refer to it simply as a model school; [2] the objectionable title, however, had come into use because of its appearance in the Department's Regulations. Mulgan wanted a capable, intelligent, adaptable and efficient teacher, one whose special qualifications would include the ability to teach singing, handwork and drawing, one who would be in sympathy with the limitations of childhood, and one who would be able to evolve a programme and method of instruction suitable for the special needs of the pupils. In January, 1917, Anderson visited Auckland and gave the Board permission to open the school at an early date; accordingly the Board advertised for a teacher to take charge of a special class "comprising children whose progress had been retarded through force of circumstances". The successful applicant was Margaretta Alice Bayliss. She had been born on 15 August, 1890, and in July, 1905 attended the Grafton school to practise teaching. On 4 August, W. W. Hill made the foolish report that her manner was "retiring and childish" — a state that has never been uncommon in children aged only 14 years. But Mulgan recognized in her the signs of a successful teacher and "with every confidence" he recommended her for employment and on 1 March, 1906, she commenced work as a pupil teacher at Mount Albert. She entered the Training College in 1910 under Division A and subsequently taught for a short period at Manurewa. Her appointment to the Normal school dated from 24 April, 1911, and it was in February, 1917, that she applied for the position of assistant in charge of the special school for backward children at a salary rate of £230 to £250 a year. At the beginning of June, New Zealand's first special class for backward children was opened in Myers Park.

---

[1] *New Zealand Gazette*, 7 January, 1915.

[2] W. J. Anderson to R. Crowe, 23 March, 1915.

---

[1] W. J. Anderson to E. K. Mulgan, 7 March, 1916.
[2] W. J. Anderson to R. Crowe, 2 December, 1916.

In March, 1919, Cousins asked for an assistant for Miss Bayliss and when Pitcaithly inspected the school in August he reported that it was doing "a most useful work in a very thorough and intelligent manner". "Only enthusiasts," he said, "could make a success of such material as these teachers (Miss M. Bayliss and Miss M. McElwain) have to deal with. While many of the methods of dealing with such pupils must, for some time, be necessarily experimental, the teachers in charge, by careful and intelligent observation of the results of the work, are acquiring a most useful fund of information in regard to these matters." The advance made in reading, writing, arithmetic, drawing and handwork was surprising; and the bright and happy appearance of the pupils and the pleasant surroundings all helped "to show the boon that such a school was to these backward pupils, whose life in an ordinary school might have been a misery". When Miss Bayliss — or, to be exact, Mrs Lionel Grice — resigned at the beginning of 1921 she wrote a letter to Purdie. "I trust," she said, "that this important work which has passed satisfactorily through the initial stages will meet with the greatest success." Occasionally Cousins had difficulty over the interpretation of acts and regulations. This school was established under the Training College regulations as a class for backward children and was not intended to be a class for mental defectives. At the end of 1919 the Board asked head teachers for the number of backward children on their rolls. Parnell, Remuera, Takapuna and the Normal school had no backward children but Northcote had 46 and Avondale 33; Devonport, Grafton, Hamilton West and Mt Roskill had only one each, but Onehunga had 31, Newmarket 27 and Otahuhu 24; Mt Albert, Mt Eden, Napier Street, Te Papapa, Whakatane and Whangarei had 4 each, but Grey Lynn had 21, Newton East 23, and Richmond Road 18. And while there were no backward children in Te Aroha there was a concentration of 59 at Thames Central!

CHAPTER 29

PARENTS AND TEACHERS

In August, 1916, the Auckland Board informed the Minister that it was of the opinion that two organizing inspectors should be appointed to work in the Auckland District; under the influence of Mrs Baume it also urged the Department to appoint a woman to the inspectorial staff. The matter was discussed again in the following January and then in March when the Board conferred with Hanan; at this meeting the Board suggested that the senior inspector might be retained in the joint service of the Department and the Board but Hanan advised it not to create difficulties at the beginning of a new arrangement. At the end of November, 1917, the Board decided to appoint an advisory inspector at a salary of £450 rising by annual increments of £25 to £500 a year. Applications closed at noon on 28 January, 1918, and on the 30th Crowe informed the effervescent Purdie that his application had been successful. His duties were to visit, inspect and report on proposed sites for schools, playgrounds and additions to school buildings, and to advise the Board on all these matters; he had to hold enquiries into complaints against teachers, and to hold enquiries into any matters requiring adjustment between teachers, Committees and the Board; he was required to visit and assist any teacher who had received an adverse report from an inspector of the Department; and he had to report, when required to do so, on any matter connected with the general business of the Board. Purdie soon afterwards became Secretary and the Board appointed as his successor David Walter Dunlop. A son of Jane and Thomas Aitken Dunlop of Parawai, Thames, David was born on 13 July, 1876. He commenced his teaching career in August, 1891, as a pupil teacher on probation for three months at Kauaeranga Boys' School; in November he was transferred to Karangahake and in January, 1894, to Tararu. In September of the following year he was put in charge of the half-time schools at Miranda and Kaiawa with an annual salary of £110. The roads in this district were in a disgraceful state, the Miranda creek could be crossed only at low tide, and his horse was lamed three times in the first seven months. At the end of February, 1897, Rice offered to nominate him as second assistant master at Napier Street at a salary of £90 a year, and he took up his appointment there in April. In April, 1902, he resigned as a teacher under the Board and on 13 April he left Onehunga to join the South Island Battalion for South Africa. On his return to Auckland he applied for a position as an assistant in a city or suburban school or as headmaster of a country school with an annual salary of about £200; in October, 1902, he was appointed an assistant at Northcote at £155 a year. Dunlop became one of Auckland's leading teachers because of his undemonstrative conscientiousness, his organizing ability, his enthusiasm over the Cadet Corps, and because, too, his "disciplinary powers were of the highest". He returned to Napier Street as first assistant in June, 1906. His next appointment which dated from 1 September, 1912, was as headmaster of the Paeroa District High School. He returned to Northcote, a Grade 7 school with a side school attached, as headmaster at the beginning of 1917 and it was from this position that he was appointed advisory inspector; he entered upon his duties on 1 October, 1918, under the same conditions which Purdie had accepted — his salary, however, was increased to the rate of £600 a year on 1 April, 1920.

The establishment of public schools, based upon "The Education Act, 1908", the management of them, based upon Sections 142, 143, 145 and 146 of the same Act, Sections 8 and 9 of "The Education Amendment Act, 1913", and Section 6 of "The Education Amendment Act, 1912", and the interpretation of compulsory education, based upon Sections 137, 149 to 151 and 153 to 160 of "The Education Act, 1908" and Section 10 of "The Education Amendment Act, 1913", were the subject of Part V of "The Education Act, 1914". The Education Board could establish schools or classes for primary, secondary and technical education — in accordance with regulations. It was to arrange for the conveyance of children to and from an existing school if this were possible instead of establishing a new school. Only in exceptional cases could a new school be established within four miles, by the nearest road, of an existing school. If it appeared to the Minister that the children attending a school could conveniently attend any other school or be enrolled in a correspondence school he could direct the Board to close the school. By "The Statute Law Amendment Act, 1917", an Education Board that had the control of a training college could, with the approval of the Minister of Education, establish and maintain in connection with the training college one or more public schools as normal or practising schools; any public school established in this way was not subject to the control of the School Committee of the school district in which it was situated. Every public school was to be organized and conducted according to departmental regulations. On an application from a Board the Minister could sanction the establishment of special classes for backward children. The programme of primary instruction was to include English, arithmetic, geography, history, drawing and handwork (including needlework), nature study and elementary science (including elementary agriculture and elementary home science), vocal music, physical instruction, "and such lessons on the chief laws of health, on the duties of citizens, and on other subjects of moral instruction as may be prescribed"; no child was to be compelled to be present at the teaching of history if the parents or guardians objected. Every child between 7 and 14 years was required to attend school. By failing to enrol a child the parent became liable to a fine not exceeding £2 and the penalty for irregular attendance was a fine not exceeding 10/- and not less than 2/- for every week in which the child failed to attend as required by the Act.

Particular events in the history of each school sometimes appeared to the local inhabitants as "epoch-making". The name Pukeatua, for instance, was changed officially to Dairy Flat in 1915. A new site was acquired for the Kaipara Flats school and the buildings were transferred there in October, 1917, at a cost of £94. In the same month a night school providing tuition in shorthand, typing, bookkeeping and dressmaking was established at Te Kuiti. It was discovered in 1918 that the Ohinewai school had been built on land not owned by the Board. A school district at Grey Lynn was constituted in that year and a new Committee controlled the Grey Lynn and Richmond West (formerly Richmond) schools. In March, 1919, the Newton Schools' Committee suggested to the Board that it should acquire an area of land known as "Mennie's Reserve" and erect a school there; the block of land, containing over 6½ acres, was purchased in the following year for £3807. In June, 1919, the Hamilton East Committee requested the Board to establish a school in the Sunnyside area and early in 1920 somewhat more than 4¼ acres were purchased for £937. And in April, 1920, Avondale South side school was converted into a main school.

School Committees were the subject of Part IV of "The Education Act, 1914". They still applied themselves to fencing, beautifying grounds, disposing of rubbish, providing stationery and fuel, attacking gorse and noxious weeds, cleaning and providing sanitation. It was their duty, according to Section 49 of "The Education Act, 1914", "to keep the school in good repair and order, and to provide for the proper cleaning of the school and outbuildings, and for the heating of the school, and to make all such arrangements in regard to sanitary matters, and to the care of the school grounds, gates, and fences as shall conduce to the physical health of the children and to the promotion of habits of order and tidiness". Most of the reports sent to the Board by the Committees were clearly typed; some, like Mt Eden's and Ellerslie's, were specially printed for the benefit of the householders; others, like Pukemiro's report for 1917, were pencilled scribbles. There was a sameness about the reports, but occasionally an interesting event was recorded; in 1915, for example, when he was mayor of Mt Eden, Oliver Nicholson donated the cost of a large museum showcase for the Maungawhau school. John Bollard died on 23 March, 1915, at the age of 75 years; since 1861 he had been on the School Committee at Avondale and for 51 of his 54 years' service he was its chairman. Sometimes a School Committee took advantage of its report to express its opinion of the Board's administration. For a few years the Standard V and VI children at Northcote and Birkenhead were taken to Devonport for manual and training classes; this unsatisfactory arrangement made it necessary for the children to make two journeys across the water. "This," said the Northcote Committee, "is but another instance of the Board's attitude in ignoring the representations of Committees and the Board seems quite prepared to bolster up the Department without giving the least consideration to the welfare of the children." But more Committees expressed approval than disapproval of the Board's decisions. Towards the end of 1915, when it appeared that the Opotiki School District would pass under the control of the

Hawkes Bay Board, a petition "pointing out the absurdity of such a scheme" was circulated and presented to Parliament; the school remained with the Auckland Board "with which our relations have been always most cordial, and from whom we have at all times received the utmost consideration and fair dealing". The 1918 election of the City Schools' Committee was marred by the "spirit-stirring denunciations" which always attend outbursts of sectarianism. In April, two meetings of householders were held in the City, one at the artillery gunroom in Rutland Street and the other at St James' Hall in Wellington Street. Rutland Street was the place originally appointed by the Board but a late alteration changed the meeting to Wellington Street. A boisterous meeting of about 400 persons at the St James' Hall was chaired by Oscar McBrine and a meeting of 700 at the artillery gunroom was chaired by Dr J. Slingsby Reekie, president of the Auckland Centre of the Protestant Political Association. This organization was opposed to the alleged partial and discriminating administration of the law in the suppression of Protestant literature on the ground that it was offensive to Roman Catholics, and it pressed for the withdrawal of all concessions then being made to sectarian schools. The April elections were declared void and at an uproarious meeting of the two factions held in the Town Hall on 5 June the nominees on the Protestant "ticket" were elected *en bloc* — Ernest Lilly, the Rev. R. L. Walker, John J. Edgar, James Joiner, Jethro Lock, Joseph S. Palmer, Henry R. Judge, Joseph H. Deighton and Herbert Scott.[1] Country Committees appreciated the visits which Board members paid to the schools remote from Auckland city. By these tours members kept in touch with the public, they became more competent administrators, and they made their judgments uninfluenced by party and local politics. Among the Waikato and King Country schools visited by Garland, Banks, Auld and Garrard early in 1915, were Hamilton West where grassing, fencing and levelling were needed, Rototuna which required a horse paddock fenced, Horsham Downs, Gordonton, Hillside, Matangi, Te Mawhai and Te Awamutu, all of which were in need of more land, Komakorau, Cambridge West, Maungatautari and Maungatautari No. 2, Horohoro Rapids, Puketurua, Tautari, Kawa, Te Rau-a-moa which required to be lined and stood in need of a chimney, Oparau, Alexandra (Pirongia), Paterangi, and Te Rahu where repairs to the teacher's house were discussed. Later in the same year East Ward schools were visited and detailed reports were made by Garland, Banks, Auld, Murray and Barriball; among the schools visited were Taotaoroa (Karapiro), Tirau, Putaruru, Tapapa which had been originally a native school, Whakatane, Opouriao North and Opouriao South, Waimana, Opotiki, Otara, Waioweka, and Riverlea, a shelter-shed school on the banks of the Rangitaiki River, Paeroa where everything was in good order, Morrinsville, Newstead where it was a pleasure to see the children and teacher at work, Pongakawa, Paengaroa with buildings and grounds in excellent condition, Katikati No. 2, Waihi Central, Greerton, Papamoa, and overcrowded Te Puke where the head teacher was suspected of urging his Committee to be discontented with the Board; at Tauranga, where "the garden was a picture", and at Rotorua, the members discussed the question of converting district high schools into technical high schools; and at Waiotahi Valley they heard a deputation asking for a school. In February, 1916, all city and suburban schools and some country schools were closed because of an infantile paralysis epidemic. The Board frequently drew the attention of Committees to the importance of cleanliness. The Department of Health (Division of School Hygiene), with the endorsement of the Education Department, issued suggestions to School Committees and teachers on the cleaning and sanitation of schools. During February, 1920, the schools of the Auckland Education District were closed as a precautionary measure against a possible epidemic of influenza and again during the latter part of April until the end of May. The Board regarded the mere closing of schools as ineffective to prevent the spread of influenza while places of entertainment remained open to children. But when the closure of schools was enforced by the Department of Public Health it requested proprietors of picture theatres to exclude children under the age of 15 years; in all centres but Auckland this request was complied with without demur.

---

[1] The unsuccessful candidates were James Grace, Giles Pardington, William Kane, Dennis Mulvihill, Charles Weaver, Frank D. Menzies, Percy G. Tylcoat, Oscar McBrine, William Millar and Leslie Buchanan.

Where the yearly average attendance at the school or schools in the district for the preceding year did not exceed 100 the number of members of the School Committee was fixed at 5; where the attendance was over 100 and not over 200, the number was to be 7; and where the attendance was over 200, the members were to number 9; in urban school districts the number was to be 9. Except for bankrupts, infamous criminals, persons of unsound mind, and paid servants of the Department, Board, Committee or Board of any secondary or technical school, resident householders were qualified to be elected as members of School Committees at the annual elections to be held in March. The third Schedule of the Act provided the manner in which Committees should be elected. It provided that "householders" should elect the Committee and the definition of the word "householder"[1] did not exclude aliens, whether enemy or friend. The electoral rights of aliens were later defined by Sections 11 and 121 of "The War Legislation Act, 1917"; "local authority" was defined in that Act as meaning any local authority as defined by "The Acts Interpretation Act, 1908" and it also included a Fire Board under "The Fire Brigade Act, 1908", a Hospital and Charitable Aid Board and a Harbour Board not empowered to make and levy rates. A "local authority" was defined in "The Acts Interpretation Act, 1908" as any Council, Board, Trustees, Commissioners or other persons by whatever name designated, interested under any Act with the administration of the local affairs of any city, town, place, borough, county or district and having power to make and levy rates. A School Committee therefore did not come within the definition of "local authority" and so a householder had the voting power given by "The Education Act, 1914" and whether an alien or a British subject he was qualified to vote at elections of School Committees. On Saturday, 28 July, 1917, representatives of twenty School Committees met and decided to form the Auckland Primary Schools Committees' Association. Its first committee consisted of C. Furness (Remuera), J. P. McPhail (Northcote), W. E. Roberts (New Lynn), J. W. Scott (Point Chevalier) and A. Jenkin (Newton). During the parliamentary debate on the 1919 Education Amendment Bill, Parr advocated a review of Education Boards' finances which were based on capitation grants. Grants payable to Education Boards in respect of incidental allowances to School Committees and calculated on the yearly average attendance for the year immediately preceding were set out in its First Schedule. Section 22 of "The Appropriation Act, 1919" also made provision for the payment to Boards of "further amounts" for general purposes and for providing grants to School Committees, and the scale of supplementary grants for School Committees' incidental expenses for the year which ended on 31 March, 1920, was gazetted on 18 December, 1919. During the progress of the 1919 Amendment Bill, Parr warned his fellow legislators that the country was going to demand an examination of the whole system. He doubted that the country was getting the same results from its primary system "as we obtained many years ago" and he noticed that there was not the exactness and thoroughness in the training of the child "as in previous years". On the same day Peter Fraser expressed his hope that the House would not fall into the reminiscent stage, become political lotus-eaters, and carry members back to what happened fifty years before then. Instead of looking back, he said, we ought to look ahead.

---

[1] Section 2 — (a) Every adult male or female person who has for the period of three months next before the day of election resided in any dwellinghouse within the school district as owner or tenant thereof; and (b) The father, wherever resident, or, if he is dead or absent from New Zealand, the guardian or other person, wherever resident, who has the actual custody of any child attending any public school situated within such district; and (c) In school districts situated within a mining district under the Mining Act, 1908, includes every holder of a miner's right who for the period of three months next before the day of election has resided in the school district and is not an alien; and (d) The husband or wife of any person referred to in paragraph (a), (b), or (c) hereof.

"In the family," said Froebel,[1] "the child grows up to boyhood and pupilage; therefore, the school must link itself to the family. The union of the school and of life, of domestic and scholastic life, is the first and indispensable requisite of a perfect human education of this period." A timid move in this direction was made in July, 1919, when W. E. Spencer, as secretary of the General Council of Education, asked the Board to consider a resolution passed by the Council referring to conferences between teachers, parents and pupils. "It is highly desirable," it stated, "in the case of all young people above the age of, say, 12 years, that conferences between teacher, parents, and, in most cases, the pupils themselves, should take place at frequent intervals, with the object of arriving at some understanding in regard to the future prospects and career of the pupil concerned, and, if possible determining the special kind of work for which the pupil is most fitted or in which his ability and conditions would permit him to engage; that, moreover, these conferences should take place at least every twelve months and that the best time thereafter is towards the close of the school year." The Board set up a committee under the chairmanship of King; it conferred with headmasters in August and October but because of the absence of information on parent-teacher associations, Purdie wrote to the chief educational administrators in Vancouver, Portland (Oregon), San Francisco and Seattle. A gathering consisting of King and Murray (Board members), Dunlop (advisory inspector), Cousins of the Training College, A. N. Bowden (headmaster of Bayfield), R. P. C. Harrison (Belmont), W. W. Hill (Mt Eden), C. R. Munro (Remuera), A. Murdoch (Normal), T. U. Wells (Richmond Road), George Wilson (Stanley Bay), the chairmen of Ponsonby, Remuera, Mt Eden and Onehunga School Committees, and members of the executive of the Primary School Committees' Association, met in the Board Room on 19 March, 1920. King read a paper based on the information received from overseas and the meeting recommended the Board to forward a copy of it to each School Committee for consideration at the annual meeting of householders. After a long discussion the committee expressed its opinion that the School Committees were the proper means of carrying out the functions of the school, and it made the suggestion that School Committees should call quarterly meetings of the householders to discuss matters connected with education. Requests for rules of constitution and other information came from Henderson, Mercury Bay, Mangawhero, Ellerslie, Rukuhia, Katikati No. 1, Goodwood, Taumarunui, Athenree and Kaipara; the Helensville Committee, on the other hand, basing its opinion on poor attendances at its annual householders' meetings and a complete misunderstanding of the objects of parent-teacher co-operation, reported that few parents in that locality could be induced to take an interest in school affairs. "The problem," said King, "seems to be that of discovering some means of organizing the community in groups and as a whole, for the purpose of enabling it to express its will concerning education. Public opinion is the force that makes our schools effective or ineffective, and the moulding of public opinion is one of the chief aims of parent-teacher associations."

---

[1] *The Education of Man.*

Sections 71 to 74 of "The Education Act, 1914", referring to the appointment of teachers, were built upon "The Education Act, 1908", sections 54, 55 and 56, "The Education Amendment Act, 1908", section 14, and "The Public Service Classification and Superannuation Amendment Act, 1911", section 7. The Education Board retained its power to appoint certificated teachers for the schools under its control but before making any appointment the Board had to consult the senior inspector: if it appeared that two or more candidates possessed equal qualifications, "then, but in no other case", the Board could, if it wished, select not more than three candidates for consideration by the Committee. School Committees still had to be "consulted" in regard to the appointment, suspension or dismissal of teachers.[1] "The Alien Enemy Teachers Act, 1915" prohibited the employment of alien enemies as teachers in public educational institutions. The status of the teaching profession was raised when the Board willingly acceded to a request made by the

---

[1] Until 1933 these provisions of the 1914 Act relating to the appointment of teachers were modified or repealed by "The Education Amendment Act, 1921-22" (Sections 8 (1), 8 (3)), "The Education Amendment Act, 1920" (Sections 16, 17 and 18). "The Education Amendment Act, 1926" (Section 5 (2)) and "The Finance Act, 1931 (No. 2)" (Section 34). Section 11 of "The Education Amendment Act, 1921-22" provided that on and after 1 April, 1922 teachers had to make and subscribe the oath of allegiance.

Auckland Branch of the N.Z.E.I. that head teachers should not be required to send to their School Committees copies of their confidential reports on the attendance, diligence and teaching capacity of each assistant teacher and each pupil teacher employed at the schools. Committees were notified in September, 1914, that the Board's regulation had been amended.

Section 36 of "The War Legislation and Statute Law Amendment Act, 1918" stated that in addition to the teachers provided for by the Fifth Schedule to "The Education Act, 1914" there could be appointed, from time to time and with the approval of the Minister, an organizing teacher in connection with any public or native school or group of such schools. When an Order in Council dated 29 April, 1919, announced regulations relating to organizing teachers the Board congratulated the Department on its progressive move. It was not the intention of the Department that the organizing teacher would be a kind of sub-inspector who visited a large number of small schools at wide intervals. "The success of the proposal," said Mulgan, "will depend largely on the type of teacher selected, who besides being physically robust will require to possess suitable qualifications for the special work. To teaching skill and intimate knowledge and experience of conditions obtaining in small schools, must be added tact, sympathy, patience, a high sense of duty, an inspiring personality and an earnest desire to encourage, stimulate and uplift." At his suggestion the Board regarded the position as a "special appointment" and under Section 36 (2) of "The War Legislation and Statute Law Amendment Act, 1918", the Department fixed the salary as that of grade V (£340 — £380 per annum). The Board approved Mulgan's selection of Dargaville, Whangarei and Te Kuiti as centres for this new service and, because of the special nature of the work and the state of the Dominion Graded List, called for applications limited to the Auckland Education District — a move which brought accusations of parochialism and provincialism from the N.Z.E.I.[1] The Department approved the appointment of Thomas Turbott to Whangarei, Bertrand W. Hayson to Te Kuiti and Arthur E. Reynolds to Dargaville. Just as they were taking up their duties an Order in Council dated 17 November, 1919, amended the earlier regulations; these, in turn, were superseded by others on 1 November, 1920. The organizing teacher had a general responsibility for the system of organization, teaching, and control adopted in the schools under his supervision, but the head or sole teacher in each case was responsible for the execution of the plan outlined or demonstrated for his guidance and for the efficiency of its application. The list of schools allotted to an organizing teacher was altered by the exclusion of schools that had reached a reasonable standard of efficiency and by the inclusion of others. With changes to the south of Auckland, headquarters were moved from Te Kuiti to Hamilton. An organizing teacher received actual and necessary transit expenses and in addition received certain allowances. He could return to his headquarters each evening, provided his claim for expenses was not thereby increased and, in the opinion of the senior inspector, the efficiency of his work was not lessened.

---

[1] A. J. Parkinson, Secretary, N.Z.E.I. to the Minister of Education and to E. C. Purdie, 26 August, 1919.

Turbott, the son of a Tuakau farmer, was born on 28 October, 1882. After being a pupil at Harrisville under A. E. Hill he was indentured as a pupil teacher from 1 June, 1900, to 31 December, 1903, at Waihi; on 1 October, 1903, he took charge of the half-time schools, Fairburn's Road and Takahue, near Mangonui, and on 1 February, 1906 he transferred to two other half-time schools, Owhiwa and Taraunui. He entered the Training College on 1 March, 1908, and on 1 January, 1909 resumed teaching at Owhiwa and Taraunui. He filled assistantships at Waihi East, Stanley Bay and Northcote, and on 1 October, 1917 he became a relieving teacher at Bayfield. In May, 1918, Mulgan recommended his appointment as an associated normal teacher of Standard IV until the end of the year at the rate of £15 a year. Training College regulations provided that a sum not exceeding £30 a year could be paid to "associate teachers" and until the Richmond Road teachers were employed in this work at the beginning of 1919 not more than £15 a year was paid to any one of them. After the Department had refused to sanction the appointment of more than six associate teachers at £30 each at Auckland[1] the Auckland Committee of Advice had proposed the appointment of twelve associated normal teachers at £15 a year and in July, 1915, the first appointments were made — William J. Boden (Grafton), Helen M. S. McGibbon (Richmond Road), Euphemia Simpson (Newton East), George H. Matthews (Grey Lynn), Frederick W. Hare (Parnell), Robert Carnachan (Grafton), Adina McCallum (Richmond Road), Mabel E. Conway (Mt Albert), Eleanor W. Ince (Devonport), Eileen A. Mahon (Edendale), Emily L. de Montalk and Jane D. Grant, B.A. (Devonport). During five weeks of the first term, five weeks of the second term, and seven weeks of the third term, two students were attached to each associated class, except that on Fridays they returned to the College for class work; during the first three weeks of their school section time in each term those students were present in the associated class throughout the day, and during the remaining time the two students alternated their preparation of work and their actual teaching, so that while one was in the College preparing lessons the other was teaching the associated class. Thus, for seventeen weeks the associated teachers had to direct the practical training of the students. Caughley alone did not think that the work was underpaid.[2] It is not surprising that Cousins and the Board often had difficulty in obtaining teachers who were willing to add to their load of work; in some cases the classes were so large that it would have been undesirable for even the most talented teachers to accept this responsibility; moreover, experience showed that comparatively few teachers possessed the qualities required in the critic and trainer of student teachers. Turbott and the other associates had a certain code to follow in their criticism of the students' teaching. In regard to the matter taught they had to gauge its suitability, relevance and accuracy, whether it was interesting, if too much were attempted, and if all the important points were emphasized. They divided the method of teaching into two divisions, the impersonal and the personal. The questions relating to the former were — Were the scholars "prepared" for the lesson? Were old ideas revived so as to awaken interest? Did the preparation leave the class expectant? Was the new matter presented well? Was it subdivided into sections? Was there a thorough revision? And, did every child know what had been taught? The answers given by the critics under the latter division were to the questions — Was the teacher's manner pleasant and encouraging? Was he self-possessed and alert? Did he have to repeat questions because of his own language and voice defects? Had he any mannerism? Did he stand at a proper distance from the class? Did he show tact in dealing with inattention, misbehaviour and mistakes? Were his questions clear, suggestive and thought provoking? Did all children take part in answering? Did the student accept ungrammatical answers? Did the class stand properly and give continuous accounts? Did the children speak clearly and were they eager and did they give of their best? The associate teacher also noted if the blackboards were used freely, if the writing and figures were neat, if the children were occupied while the teacher was writing, if all apparatus were ready and if there were enough illustrations. Turbott continued his relieving work with short periods at Grafton (February, 1919), Mt Roskill (March) and Onehunga (May) until in August, 1919 he applied for the position of organizing teacher. Reynolds of Te Aroha West was a year younger than Turbott — he was born on 2 October, 1883. His entry into the teaching service was delayed because of his failure in singing; however, he was granted permission to attend Te Aroha school under A. F. Burton for three months from 1 September, 1900, and his pupil teacher period started on 1 January, 1901. He was shy and quiet and at what Burton called "the awkward age". After 3½ years at Te Aroha, Karangahake, Newton East, Newmarket and Paeroa District High School as a pupil teacher, he spent 4½ years in charge of Awatuna and Marlborough schools; during 1909 he acted as relieving teacher at Nelson Street, Devonport, Newton West and Avondale. In February, 1910, he became temporary head teacher at Manurewa, then a school of about 80 children, and in October of the same year he proceeded to Maunu (Whangarei); he was appointed headmaster of Waipu Central in April, 1914, and from 1 March, 1917, he was head at Ohaupo. It was from Ohaupo that he applied, in October, 1919, for the position of organizing teacher at Dargaville. Hayson, the youngest of the first three organizing teachers, was born in 1884 and started his pupil teacher experience at Nelson Street on 4 September, 1902 and continued at Kauaeranga and Devonport. For about ten years he was in charge at Mangapehi and then in March, 1914 he was appointed an assistant at Bayfield; he left Bayfield to inspire the inexperienced teachers of the King Country. In common with Turbott and Reynolds, Hayson found the work difficult, the discomforts distressingly real, and the results occasionally disappointing. The organizing teacher had to be endowed with full measure of missionary zeal.

---

[1] W. J. Anderson to R. Crowe, 7 June, 1915.

[2] After Wells visited Wellington and had a discussion with Caughley, Clause 7 (5) of the Training College Regulations was amended and the amount payable to associated normal teachers was raised from £30 to £50. See *New Zealand Gazette,* 28 October, 1920.

The Education Department and the Board continued to use the cheap labour of pupil teachers and probationers; these young people were overworked to the detriment of their health and efficiency. McKenzie, Mrs Baume, Garland, Murray and Brinsden, who were appointed in November, 1916 to consider the instruction of pupil teachers, were guided by the advice of Mulgan. Head teachers were instructed that no pupil teacher was to be required to teach or do school duty permanently, other than occasional supervision in the playground, for more than four hours daily; pupil teachers of the fourth year could be employed on the recommendation of the senior inspector, in the work of teaching for five hours daily. The courses of study selected by pupil teachers and probationers were to be submitted to the senior inspector for his approval. The Board suggested that the total amount of time spent by each pupil teacher or probationer in attending classes, in preparation for work in school, in study, and in actual teaching, should not exceed from 35 to 40 hours per week. It became the practice for nearly all of the pupil teachers and probationers in the city and suburbs of Auckland to receive the greater part of their tuition at the continuation classes established at the Seddon Memorial Technical College. This system of transferring responsibility for the tuition of apprentice teachers from the headmaster to a technical college had unfortunate results. The experience of the rest of New Zealand seemed to indicate that where the headmaster took a personal interest in the training of his apprentice teachers, and where he was in a position to ensure that they applied themselves diligently and systematically to their studies, the results were better both for the junior teacher and for the school. The Education Department was concerned at the high failure rate of Auckland's pupil teachers who were aiming to enter the Training College. The Department calculated that of the pupil teachers and probationers who completed their course in December, 1917, 54 per cent. failed to qualify by examination for entrance to the College; the pass average for New Zealand at that time was 69 per cent. Of the Auckland pupil teachers and probationers who completed their course on 31 January, 1920, approximately 61 per cent. qualified for admission to the Training College. The result was most unsatisfactory because a number had qualified by matriculation before entering the profession. It appeared that the instruction of these young teachers was neglected by Auckland's headmasters.

At the annual meeting of the N.Z.E.I. at Invercargill in 1905 it had been resolved that "in the best interests of education the pupil teacher system should be abolished". At a meeting of its Executive in April, 1916, a committee consisting of its South Island members had been set up to consider and report on the system. It reported to the annual meeting held in Wellington in January, 1917, on the qualifications of those wishing to enter the teaching service, the course at the Training College, the direction of junior assistants, and the payment of student teachers. Some hope that the status of the teaching profession would be raised was seen in the Fifth Schedule of "The Education Act, 1914"; it provided for the substitution of assistants for pupil teachers. The Auckland Board was strongly of the opinion that the remuneration offered to pupil teachers was insufficient to attract the best of Auckland's young people into the teaching profession. In 1918 a beginner in the Public Service was paid £50 a year, plus £28 a year boarding allowance if he were required to live away from home, but a pupil teacher with the same qualification — the Intermediate Examination — was paid only £45 a year with £15 a year boarding allowance. It was not uncommon for pupil teachers or probationers to resign in order to accept an appointment offered in the Public Service or some other calling. Another factor which seriously affected the admission of the most desirable candidates to the teaching service was the inadequate allowance paid to Training College students during the two years they were required to attend College. The experience of the Board was that some of the best pupil teachers, for financial reasons, were unable to attend the College. The Government approved of an increase in the rate of remuneration paid to pupil teachers, probationers and Training College students. In regard to the increases to pupil teachers some difficulty arose over the method to be adopted to give legal effect to its decision since the rates of remuneration were fixed by statute. It was decided to make a regulation under Section 8 (1e) of "The Statute Law Amendment Act, 1917" which gave authority during the war to make regulations for the adjustment of the salaries payable to teachers and others employed in public schools. This section, however, made no provision for the adjustment of allowances, and as it was the Government's wish that the pupil teacher living away from home should receive £25 a year more remuneration than the pupil teacher living at home, it was necessary to increase the salaries of pupil teachers living away from home to that extent, leaving the lodging allowance at the amount provided in the Education Act. The Order in Council relating to pupil teachers[1] could be regarded as a temporary measure only. The differentiation made in the rates of salary affected slightly those pupil teachers who were contributors to the Superannuation Fund. The pay of pupil teachers from 1 June, 1918 was as follows:—

Rank	Pupil teachers living at home	Pupil teachers living away from home		
	Salary p.a.	Salary p.a.	Allowance p.a.	Total p.a.
	£	£	£	£
1st Year	40	45	20	65
2nd Year	50	60	15	75
3rd Year	60	75	10	85

Probationers[2] received a general increase of £15 with the boarding allowance of £25 the same as hitherto when they were obliged to live away from home; the salaries, then, were increased to £35 a year if the probationers had passed the matriculation examination and £30 for other lesser qualified persons who were classified as First Year Probationers and £35 for Second Year Probationers. Training College Students received a general increase of £10 a year; Division A students then received £50 and Division B £30 a year.

Changes were inevitable in the staffs of schools because of transfers, resignations, retirements and deaths. Colin R. Crispe became headmaster at Clevedon in August, 1913, and F. Murphy was appointed to a similar position at Parnell on 1 January, 1917; in July, 1919, W. R. C. Walker took over the headmastership of Tauranga. On 2 March, 1920, A. R. Merrington was appointed headmaster at Mercury Bay. About the middle of 1919 Lambourne was notified by the Department of his transfer to the Nelson District but for family and other reasons he did not wish to go and so he applied for re-employment in the service of the Board. He applied, successfully, for the headmastership of the Napier Street school. Since Lambourne's name was not on the Dominion Graded List, Mulgan was asked by the Board to indicate where he would be placed if he were graded. He entered upon his duties on 19 August. Lambourne did not remain long at Napier Street for in March, 1920, he was appointed vice-principal of the Training College with an annual salary, at first, of £550.[1] He was then 42 years of age. Cousins was president of the N.Z.E.I. in the year 1915-16. In the previous year he had gone abroad and had visited, among other places, Montessori schools in Rome, open air schools in Florence, London, Bradford, Birmingham and New York, training colleges in England and Scotland, higher grade training centres in Canada and the United States, universities in England and the United States, continuation schools in England and Scotland, and primary and secondary schools in England, Canada and the United States. In 1915 he was also president of the Workers' Educational Association; and in 1916, as a representative of the Auckland District Institute he attended Council meetings of the N.Z.E.I. at New Plymouth, Napier, Nelson, Invercargill, Christchurch, Auckland, Dunedin, Hokitika and Wellington. In 1915 he became a member of the Kindergarten Association Council and in 1917 was its president. For Cousins, the war years and those immediately afterwards were very difficult ones. Milnes joined the Forces in 1915, and the Board placed on record its appreciation of the very valuable services rendered by him to the cause of Education during the ten years he had occupied the position of principal of the Training College. In his last report — that for 1915, dated 1 March, 1916, — Milnes thanked the Board for its unfailing kindness to him. "It is a pleasure," he said, "to work when a carping criticism is absent, and the sympathetic way in which suggestions are received, makes one realize how fortunate one is to work under such a body." His concluding words were, "I trust that when the War is over, I shall be able to resume the work with renewed vigour." But Milnes was killed at Passchendaele on 4 October, 1917. On 31 October, St Paul's Church was filled for a memorial service conducted by the Rev. W. Beatty, vicar of St Mark's, Remuera. Beatty paid a tribute to Milne's exceptional ability and fine personal character, his unvarying courtesy and kindness; he had combined great enthusiasm and untiring energy, sound judgment and sober sense. A brass memorial tablet commemorating the life and work of Milnes was unveiled by Banks at the Training College on 25 September, 1918. At this impressive ceremony Mulgan said that Milnes had always been fearless in demeanour, he had shown great honesty of purpose and had been ever ready to inculcate a spirit of unselfishness in others. For Banks, Milnes had been the complete example of purity and rectitude. He spoke of Milnes as Shakespeare's Antony did of Brutus —

---

[1] *New Zealand Gazette*, 30 May, 1918.

[2] The Board could appoint one probationer for each 700 or part of 700 children in yearly average attendance.

---

[1] At the time of his retirement as an inspector Lambourne's salary was at the rate of £575 a year.

His life was gentle; and the elements
So mix'd in him that Nature might stand up
And say to all the world, This was a man!

In 1917 Cousins was called up by ballot under the provisions of Section 10 of "The Military Service Act, 1916" but was not accepted for military service; he was examined by a medical board, classified C2, duly sworn in as a member of the N.Z.E.F. — and granted leave without pay until further notice. When, in July, 1918, the Board considered the appointment of Milnes' successor it ignored the recommendation made by its Committee of Advice and voted for Dr McIlraith as the new principal. Cousins' classification as a teacher was A1 and on the dominion graded list for 1916, 1917, 1918 (and 1919) Cousins filled first place. It is not surprising that the Department asked for full and satisfactory reasons for the cancellation of Cousins' temporary appointment and for setting aside the emphatic opinion of the Committee of Advice; the Board was also rebuked for publishing the appointment before the Minister's approval had been given. Banks, McKenzie and Mrs Baume were given the unenviable task of drafting a letter stating the reasons why McIlraith should be appointed. They proved unconvincing and the Department declined to sanction the proposal to appoint McIlraith. When Caughley visited the Training College and Normal school in June, 1919, for the purpose of making the annual inspection on behalf of the Department he found that the whole of the work was "organized, directed, and inspired in a most admirable way by Mr Cousins". Of Cousins, he said, "He has an ample knowledge of, and unusual qualifications for, the work he is performing, and his enthusiasm and devotion to the work of the College are reflected in the efficiency of the work of the institution and in the admirable working spirit which pervades all members of the staff." Ultimately, in December, 1919, Cousins was appointed Principal with a salary at the rate of £650 — £700 a year.[1] Besides having general control of the College and the Normal schools he was to act, with the concurrence of the University College Council, as professor or lecturer on Education at the Auckland University College. At the Normal school in Wellesley Street, Norman H. S. Law succeeded Cousins as headmaster. Tom Wilson, who had been headmaster at Otahuhu since April, 1894 resigned because of ill-health on 30 April, 1916.[2] J. C. Dickinson resigned on 30 April, 1919, after 36 years with the Board[3] and after 30 years as headmaster of the Newton West school A. S. Webber resigned at the end of April, 1920.[4] E. T. Hart ended his headmastership at Beresford Street on 31 January, 1916, after being a teacher for over 35 years.[5] W. N. McIntosh resigned from Onehunga on 30 April, 1919, after 36 years' service, 22 of which were at Onehunga.[1] John Grigg and G. M. Burlinson died in the middle of 1920. O'Rorke died at his home in Jermyn Street on the evening of 24 August, 1916. Although his name became associated chiefly with the Auckland Grammar School and University College, he was, without a doubt "one of the founders of New Zealand education" and "the Father of Education in Auckland".[2] Of him, one writer had stated, "Without Sir Maurice O'Rorke, Auckland would be as devoid of educational endowments, and Onehunga of cemeteries, as the province generally is of railways and roads."[3]

---

[1] Of the applications for the principalship 6 were from U.S.A., 8 from Britain, 4 from Australia, 1 from Canada and only 3 from New Zealand; McIlraith was not an applicant; one of the Australian candidates was Richard Lawson, M.A., then senior lecturer and classical tutor at the Melbourne Teachers' Training College.

[2] Wilson died at Wheturangi Road, Green Lane, on 5 June, 1938, at the age of 82 years.

[3] Dickinson died at Wallace Street, Herne Bay, on 19 November, 1931, aged 78 years.

[4] Webber died at Takapuna on 9 December, 1937.

[5] Hart died on 3 January, 1926, at Takapuna, at the age of 75 years.

---

[1] McIntosh died on 9 March, 1933, aged 79 years.
[2] *New Zealand Herald*, 25 August, 1916.
[3] *New Zealand Illustrated Magazine*, 1 December, 1899.

CHAPTER 30

THE BUSINESS OF WAR

Two events in particular affected Auckland teachers during the years 1914 to 1919. One was the change from a local to a Dominion scheme of grading, and the second, of course, was the Great War. The Auckland inspectors began the grading of teachers on Monday, 3 August, 1914, and at the same time brought up to date the Board's regulations for the grading, promotion and appointment of teachers. Only nine teachers appealed against their 1914 grading and in each case the appeal was unsuccessful. With two exceptions the lists of teachers compiled by the inspectors in 1915 were similar to those of 1914; first, a list was made of female teachers who were eligible for positions of assistants; second, a list was made of teachers who were eligible for positions of heads of preparatory departments in schools of Grade VD (formerly VB) and upwards.[1] The Board, in November, adopted Garrard's recommendation that in cases where soldier teachers, who had not been seen by inspectors since the 1914 grading list had been completed, applied for positions, the appointment to those positions would be determined by the list for 1914; however, if a soldier teacher were not the highest applicant, the appointment would be determined by the grading list then in force. Nine appeals against the 1915 grading were heard by Murray, representing the Board, T. U. Wells, representing the teachers, and Mulgan, and in one case alone the efficiency marks were altered.

Dominion regulations for the grading of teachers were gazetted on 18 May, 1916. The inspectors of the several education districts were required to grade all the certificated teachers employed by the Board in their districts as on the 1st day of February, and were to report the result of their grading to the Director of Education not later than the 31st day of March following. By an Order in Council of 12 March, 1917, the last day of reporting to the Director was extended to 30 April. Certificated teachers who were for the time being employed in native schools under the Education Department could, if they so desired, be graded but this grading had effect only in respect of any employment of the teacher in the service of an Education Board; teachers of special schools were included in this provision after March, 1917. For the purpose of determining the grading of the teachers of any district the grading officers were to divide provisionally the teachers to be graded in that district into six groups:—

---

[1] A Grade VD school had an average attendance of 361 — 400; a VB school had an average attendance of 281 — 320.

Group "A" — Head teachers with salary of Grade 1 (£110 — £140) and assistants with salary of Grade 1 (£110 — £120) or Grade 2 (£120 — £140):
Group "B" — Head teachers with salary of Grade 2 (£140 — £190) and assistants with salary of Grade 3 (£150 — £180):
Group "C" — Head teachers with salary of Grade 3 (£200 — £250) and assistants with salary of Grade 4 (£190 — £220) or Grade 5 (£230 — £250):
Group "D" — Head teachers with salary of Grade 4 (£260 — £310) and assistants with salary of Grade 6 (£260 — £280) or Grade 7 (£290 — £310):
Group "E" — Head teachers with salary of Grade 5 (£320 — £360):
Group "F" — Head teachers with salary of Grade 6 (£370 — £400) or Grade 7 (£410 — £440).

The head teacher of a district high school, unless he were already in Group "F", was placed in the group next above that in which he would otherwise have been placed; teachers in charge of part-time schools in all cases were grouped as if their grade of salary were determined by Part IV (b) of the Fifth Schedule to the 1914 Act.[1] Relieving and temporary teachers, other than permanent relieving teachers, were grouped according to the grade of salary of their last permanent position; after March, 1917, a teacher who had occupied a temporary position for at least six months could be placed, on the recommendation of the grading officers, in the group to which the position belonged. Teachers who had not previously held a permanent position under an Education Board were placed in Group "A" but in special cases a senior inspector could recommend to the Director that a teacher, by reason of other experience, be placed in a group higher than "A". In the case of normal schools, the kindergarten mistress, the senior secondary assistant, and the sole teacher were placed in Group "D"; the remaining assistants in these schools, other than those in charge of model schools, were grouped according to the grades of salary they would have received in corresponding positions in a school of Grade VII, but were not placed in a group lower than "B". This regulation was cancelled in March, 1917, and for it there was substituted a clause whereby a teacher, who previously had occupied a position that would have placed him in a higher group than the one determined by the position he was then holding, might be graded in the higher group if the grading officers reported that his efficiency had been maintained. Teachers in separate girls' schools were grouped as if they received the grade of salary of corresponding positions in a separate boys' school. Native-school teachers (and, after March, 1917, teachers in special schools) were placed in such groups as if they received the grade of salary for positions in schools of corresponding grades under the Fourth Schedule of the Act. For the purpose of grading, marks were to be allotted by the inspectors on the following basis:—

	Maximum Marks
Skill in teaching	40
Personality and discipline	15
Organization and management	15
Environment	5
Academic attainments	15
Service	10

---

[1] "All the schools of a group of part-time schools shall be counted as one school. To ascertain the grade of the group of part-time schools the totals of the average attendance at the several schools of the group shall be added together; and the salary of the sole teacher of that group of schools shall be the salary attached to the grade so ascertained."

The total maximum was 100 marks. To the total marks thus ascertained, a quota of additional marks was added. The quotas for the respective groups were as follows:—

For Group	"A"	a quota of	10	marks
,,	,,	"B"	,,	20	,,
,,	,,	"C"	,,	30	,,
,,	,,	"D"	,,	40	,,
,,	,,	"E"	,,	50	,,
,,	,,	"F"	,,	60	,,

In the case of any teacher who received less than 40 per cent. of the marks assignable to him apart from the quota, the marks of the corresponding quota were to be reduced by 20 per cent. The quota was for the purpose of weighting the value of the marks in the successive groups in recognition of the relatively higher qualifications demanded by the higher positions. The combined total of the marks and the quota determined the grading of the teachers. In allotting marks under the several headings, grading officers were guided by the following table of comparative values:—

	Maximum Marks		
	40	15	5
Very good to excellent	35 — 40	13 — 15	5
Good	30 — 34	10 — 12	4
Very fair	25 — 29	8 — 9	3
Fair	20 — 24	6 — 7	2
Weak	15 — 19	4 — 5	1
Very weak	10 — 14	3	0

Marks for skill in teaching, for personality and discipline, for organization and management, and for environment were to be allotted with special relation to the teacher's efficiency in the class of position occupied by him up to the time of grading, and were to be assessed in all essential respects on a basis of comparison with teachers in the same group only. With a few exceptions the maximum assignable to an assistant teacher for organization and management was to be 5 marks. However, he could be allotted marks up to a maximum of 15 under this heading if he had been head or sole teacher of a school in which the salary allocated to the position at the time he occupied it would, if determined under the scale of salaries then in operation, place him in the same group as that warranted by the salary of the position he then held. In May, 1916, it was provided, too, that an assistant who had held any position of head or sole teacher could be allotted marks up to a maximum of 10 under the heading of organization; but in March, 1917, this was cancelled and a new clause stated that an assistant who had held the position of head or sole teacher (or temporary head teacher for six months) in a school of Grade I (9—20 average attendance) or Grade II (21—35) could be allotted marks up to a maximum of 10. In May, 1916, it was provided that an assistant mistress placed by the headmaster in charge of the infant department of a school of Grade VI (401—500) or VII (501—600) could be assigned marks up to 15 for organization and management; but in 1917 this was cancelled and a new proviso stated, "The assistant mistress placed by the headmaster in charge of the infant department of a school of Grade VC or upwards, or who has previously held such a position for a period of not less than two years, may be assigned marks up to fifteen for organization and management. For the purpose of this subclause the description 'assistant mistress placed by the headmaster in charge of the infant department' shall be held to include the senior teacher in a side school with an average attendance of not less than 81." Marks for environment were awarded for the teacher's taste and care with respect to the school and its surroundings, and for evidence of the teacher's value as a useful factor in the life of the community. Marks for academic attainments were based on the class of teacher's certificate held, and were given as follows, — For certificate of Class E, 3 marks, Class D, 6, Class C, 9, Class B, 12, and Class A, 15. Teaching service was reckoned in accordance with Regulations for the Examination and Classification of Teachers and included service up to the 31st day of December next preceding the grading; for each complete 2 years of service so reckoned 1 mark up to a maximum of 10 marks were assigned. From the grading-lists forwarded to the Director a general graded list of teachers was to be compiled annually and it was to be published in accordance with the Act before 30 June. No marks either in general or in detail on which the grading was based were to be contained in the list. All those marks were to be regarded as strictly confidential, and were not to be disclosed by any officer concerned except in pursuance of his official duties. Any teacher who considered that he had good grounds for objection to the position assigned to him on the graded list could, not later than the 31st day of July next following the publication of the list in the *New Zealand Gazette*, lodge an appeal by letter directed to the Director of Education. In March, 1917, it was announced that the Appeal Board in each district would consist of the Director or Assistant Director, the senior inspector of the district concerned, and a man and a woman teacher selected by the certificated men and women teachers respectively in the district.

When the Dominion grading for 1917 was gazetted on 28 June, Mulgan asked the Auckland Board to consider using it when making appointments. The last grading under the Board's scheme had been undertaken in August, 1915; thus, the lists in use in the middle of 1917 were incomplete in that they did not contain the names of all certificated teachers, and they were inaccurate in that they could not have been a true index of the relative merit of teachers since there had been no revision. The Auckland lists then were of little assistance in enabling the Board to compare the claims of teachers from other districts with those living in its own. But the Auckland Public Schools' Assistant Masters' Association viewed Mulgan's suggestion with the utmost alarm and disfavour and urged the Board to demand the immediate regrading of Auckland teachers under the Auckland scheme "in accordance with the promises made to Auckland teachers by the Assistant Director of Education" that the Auckland inspectors could grade by the Auckland scheme for 1917.[1] The Auckland teachers regarded the Dominion grading scheme as fundamentally unsatisfactory in that it assumed that teachers were entitled to certain marks because they were receiving a certain salary, and the maximum marks for organization could not be attained by all teachers. They were not convinced that every endeavour had been made to bring the Auckland scheme up-to-date and they believed that the marks accredited to many Auckland teachers were not those awarded to them by the inspectors at the meeting for the purposes of grading in February, 1917. Because the list would be altered after the hearing of appeals Auckland teachers did not wish the Board to consider it as a guide for promotion.[1] If the Auckland Board had then adopted the Dominion scheme it would have been bound by the Act to consider applications from teachers of other districts, while those districts which had not adopted the scheme need not have considered applications from Auckland teachers; thus competition for appointments in Auckland would have increased and avenues for promotion for Auckland teachers would have been restricted. The quarterly meeting of the Auckland Branch of the N.Z.E.I., held on 27 September, 1917, expressed its dissatisfaction with the existing Dominion scheme as a promotion list and asked the Board "to make application to the Director to permit the Auckland inspectors to regrade the Auckland teachers upon the basis of their former grading scheme until the Dominion scheme be placed upon a more satisfactory footing". On 20 December, 1917, detailed amended regulations relating to the grading of teachers were gazetted. The date of grading was fixed as 31 December, inspectors had to report the result of their grading to the Director by 31 March and a teacher could lodge an appeal with the Director before 31 July; in April, 1919, that date was changed to 31 May. All appeals from each district were to be referred to an Appeal Board in the district concerned. In January, 1919, the composition of the Appeal Board was changed to a chairman appointed by the Minister, who would be chairman of all appeal boards, a representative of the Department not being a grading officer of the district, and a representative selected by the certificated teachers of the district. Joseph W. Poynton, Stipendiary Magistrate at New Plymouth, was subsequently appointed chairman for 1919.

---

[1] A. J. Shepherd, Secretary, to R. Crowe, 20 July, 1917.

Mulgan and the Auckland inspectors began the grading of teachers on Monday, 4 February, 1918, and, by permission of the Department, they included the uncertificated teachers and those who held licenses to teach. The grading list was published in the *New Zealand Gazette* on 21 June. It brought forth 90 Auckland appellants. When their cases were heard in September the teachers' representatives were Miss Elizabeth F. Hawkins of the Remuera school and D. W. Dunlop of Northcote; but in only two instances were positions on the grading list revised. The 1919 list was announced on 22 April and the Appeal Board sat in Auckland on 10, 11 and 12 July. When new regulations for the grading of teachers were gazetted on 8 January, 1920, provision was made for the adjustment of marks. For instance, it became the duty of the Director to secure and maintain a reasonable degree of uniformity in the standard of marking in the various districts, and to this end he could confer with all the senior inspectors conjointly; if by the decision of this conference it were held that the standard of grading in any district departed to an unreasonable extent from that of the remainder of the Dominion the Director had the power to instruct the inspector or inspectors concerned to adjust their standard of grading. By these regulations a teacher's appeal had to be lodged within 31 days after the publication of the grading list. Through his head teacher a teacher could forward to the senior inspector information on any matters relating to his eligibility for marks for environment. When a teacher was awarded a higher class of academic certificate after the grading list had been completed he was entitled to receive additional grading-marks and the alteration in his grading would be notified to his Education Board. An assistant teacher now had to have held the position of sole or senior assistant in the secondary department of a district high school for at least one year before he was eligible for 10 marks for organization. In the grouping of teachers according to grade of salary the new tables used were those forming parts I and II of Schedule IV in Clause 1 of the Regulations for the Salaries of Public School Teachers gazetted on 13 November, 1919; teachers in part-time schools were covered by Clause 30 of the same Regulations. Uniformity in grading throughout New Zealand was difficult to obtain. Different branches of the teaching profession held different views of the scheme and until May, 1920, inspectors from the various districts had not yet met to compare notes. From 12 to 14 May a conference of inspectors and representative teachers of the Dominion was held in Wellington. At the conclusion of the conference, T. Forsyth (Wellington), President of the New Zealand Education Boards' Association, was invited to speak on behalf of the Boards. He said that he was confident that the Boards would welcome any fair and reasonable scheme of grading as a basis of Dominion promotion, provided it was proved that the basis of such a scheme was acceptable to the majority of the teachers. The Boards fully recognized the necessity for having a satisfied staff of teachers, as it was of vital importance to Boards and teachers alike that those matters of appointment and promotion should be settled satisfactorily. He reminded the conference that sufficient evidence had been brought forward to justify fully the action of the Boards in refusing to accept the marks of the present grading system as anything like a fair and sound basis of promotion. He pointed out that in any system of grading latitude must be allowed to meet the case of a position the circumstances of which called for some special qualifications in the teacher. Both the Auckland Branch of the N.Z.E.I. and the Board urged Caughley to arrange a greater interchange of inspectors in order to achieve more uniformity in grading. But there had been a considerable movement of inspectors from one district to another and newly-appointed inspectors had been transferred from the districts in which they had been teaching. At the beginning of 1920, 17 of the 41 inspectors had been involved in recent transfers. Those transfers, however, were made to permanent positions and the Board had in mind the frequent transfer, temporarily, of inspectors from one district to another, for periods of a few months, so that each inspector would in a short time become acquainted with the appraisement of teachers in one or more other districts. The Board did not seem to realize that in only two Education districts were there more than five inspectors and so from at least seven of the districts only one inspector could be spared at a time to visit another district in which he would need to remain at least three months in order to make his visit worthwhile; thus, in the case of those seven districts it would have taken at least two years for a visit to be made to each of the other eight districts, even if one or other of the inspectors were away visiting for the whole of that period. Further, since the judgment of inspectors in the same district varied considerably it would have been necessary for more than one inspector from any particular district to visit the other districts in order that a joint report could be made. Caughley was not opposed to the Board's suggestion but he looked for other results of a distinctly desirable character arising from the temporary interchange of inspectors. He did not wish to secure "a dead uniformity"; he wanted, rather, to promote a fuller exchange of ideas and experience among the inspectors, he wanted them to see modifications of teaching, inspection and examination methods, the standard of work in the various school subjects, and particularly, the test for the Sixth Standard examination.[1]

---

[1] The number of appeals against the 1917 grading lodged by Auckland teachers was 39; the number of teachers graded in Auckland was 931.

Coinciding with the last day of the May conference an Order in Council[2] amended some of the regulations published in the previous December. In the provisional grouping of teachers according to salaries, Group 5, which had comprised head and assistant teachers with salaries of Grade V, now consisted of head teachers with salaries of Grade V and assistant teachers with salaries higher than Grade 7. Relieving teachers[3] were placed in groups for the purpose of grading — Group I, those classified A (£120—£140) or B (£150—£180), Group II, those classified C (£190—£220), Group III, D (£230—£260) or E (£270—£300), Group IV, F (£310—£350), or G, (£360—£390), and Group V, those classified H (£400 or over). Organizing teachers were to be graded in Group 4 in the first instance "but at the next grading in the case of those already graded in Group 4, and at the next grading but one in the case of those graded in Group 3, before appointment as organizing teachers they may be graded in Group 5 on the recommendation of the senior inspector". It was also announced that a representative of the Department could be present during the hearing of appeals "for the purpose of giving or of eliciting information bearing on points raised in appeals". The May conference considered that the time a teacher or inspector had spent on active service should be reckoned as double time for superannuation and grading, and in July an additional clause to the Regulations for Grading of Teachers was announced.[4] Every teacher eligible to be graded who was on military service for at least one year during the years 1914-20 inclusive was eligible for 15 marks for organization if he were graded in Group 1, or for at least 10 marks for organization if graded in any higher group; he could be considered favourably as worthy of at least 4 marks for environment; and in general he was to receive the same increase of marks for the period of his military service as had been received on the average by teachers whose status was similar to his own at the time of his enrolment for military service. The Auckland teachers, arranged in order of "merit" at May, 1920, were headed by T. U. Wells (157 marks), A. S. Webber (154), F. J. Ohlson (154), C. R. Munro (154), H. A. Darrow (154), W. Kay (153), D. W. Dunlop (153), A. Macgregor (153), A. N. Scott (153), F. Murphy (152), N. H. S. Law (152), W. J. Wernham (152), D. D. Metge (151), J. Armstrong (151), J. R. Whitaker (151), W. W. Hill (151), A. E. Trayes (151), and A. N. Bowden (151). The first lady teacher's name in the list of 836 graded teachers was that of Elsie Shrewsbury (145); her nearest female companions were Kate S. M. Shroff (122), Elizabeth A. Robinson (122), Jane D. Grant (122), Janet Wilson (121), Helen M. S. McGibbon (121) and Emily L. de Montalk (121). In 1920 there were also 107 uncertificated male teachers, and 287 uncertificated female teachers, and 49 males and 26 females were "licensed teachers".

---

[1] J. Caughley to E. C. Purdie, 27 October, 1920.
[2] *New Zealand Gazette*, 20 May, 1920.
[3] See clause 53 (1) of the Regulations for Temporary and Relieving Teachers made by Order in Council dated 17 November, 1919.
[4] *New Zealand Gazette*, 29 July, 1920.

On 10 August, 1914, the Education Department published information for the guidance of Boards in regard to teachers and Training College students absent on military service. Married teachers appointed with the leave of the Education Board as officers in the Expeditionary Force would be paid so much of their salaries as teachers, as would amount together with military pay, to 1¼ times their salaries as teachers. All other teachers who with the leave of the Education Board joined the Expeditionary Forces or were engaged on active military service within New Zealand would be paid so much of their salaries as would, together with their military pay, be equal to their salaries as teachers. The words "salary" and "military pay" were to be interpreted as exclusive of allowances. It was also decided, first, that such amounts should be paid to Education Boards as might be necessary to pay those sums and to provide for the payment of substitutes for teachers absent on active military service whether within or without the Dominion, second, that Training College students absent on military service or appointed as substitutes for teachers so absent would be allowed to count that year of training as completed, and third, that Training College students going on active military service with the leave of the Board would be paid their allowances to the end of August, 1914. Within two days this circular notice so far as it applied to teachers other than married teachers who were commissioned officers was revoked. The rash promise to make the pays of "all other teachers" equal to their salaries as teachers was modified to read, "Teachers who join the Expeditionary Force or who are engaged on active military service within New Zealand will receive defence pay, and their places will be kept open for them on their return." Further, students accepted for active military service were permitted to complete their College course at the end of the war. William Kay, headmaster of the Huntly school, and Colvin S. Algie, assistant master at Rotorua, were the first two married teachers holding commissions to join the Expeditionary Force and by the middle of September, Algie, Kay, A. S. de Montalk (Grey Lynn), A. B. Fordyce (Komakorau), J. G. Gasparich (Horahora), A. S. Grey (Waiheke Central and Man-o'-War Bay), A. Hannah (Edendale), E. Hayter (Churchill and Whangamarino), C. H. Hinton (Onehunga), E. J. L. Hogwood (Oturoa), W. H. Johns (Kakapuka), A. I. Leyland (Parikura and Tiroa), John Mackenzie (Mataitai), Alexander Menzies (Pio Pio), J. F. Potter (Papakura Valley No. 1), C. M. Rope (Tautari), R. B. Steele (Maungatawhiri Valley), Robert Mackenna (Hastings and Otakeo), and A. E. B. Richardson (Paparata) had left or were about to leave as members of the Expeditionary Force.[1] Absence from the teaching service on military service was treated as leave of absence and annual increments and service were therefore conceded. In August, 1915, — a year after the first circular — Garland recommended to the Board that representations should be made to the Minister urging him to grant that all teachers, other than commissioned married teachers, should be paid so much of their salaries as would, with their military pay, be equal to their salaries as teachers. But those teachers were on the same footing as members of the Public Service — they received military pay only, their superannuation contributions were paid by the Government, and their positions were kept open for them. At this time — on 4 August — a coalition or "National" ministry was formed with Massey as Prime Minister, Ward in charge of Finance, A. M. Myers as Minister of Customs and Munitions and J. A. Hanan as Minister of Education. In January, 1916, the Board was informed that teachers who married after joining the Forces and who, from that date, were holding commissions, were to receive the same privilege as that granted to married teachers who held commissions on joining the Forces, that is, commissioned soldier-teachers would be paid so much of their salaries as teachers as would, along with their military pay, amount to 1¼ times their salaries as teachers, as from the date of marriage. The Board again put the case for the non-commissioned officers in February, 1916, but the Department found the principle "impracticable". From September, 1916, married teachers who gained commissions in the Expeditionary Force prior to leaving the Dominion received the same privilege as was granted to married teachers who held commissions on joining the Forces; the payments were made from the date on which the teachers received their commissions. Once again the Board urged the Minister to consider the case of non-commissioned teachers[2] but with no success because members of the Public Service enlisted under the same conditions.[3] The Board itself granted half salary to members of its office staff who were on active service. At the beginning of December, 1915 the Department informed the Board that it would provide salaries to the end of January, 1916, of those teachers who joined the Expeditionary Forces at the commencement of the midsummer vacation on the condition that they refunded their defence pay. To J. H. Braithwaite of the Northcote school, the requirement of the Department that a man should forfeit six weeks' defence pay because he was willing to forego his holidays in order to serve the Empire was a grotesque way of assisting recruiting or rewarding patriotism. His views were immediately placed before the Department; on 7 February — after the summer vacation — the Department regretted that nothing more could be done in the matter; but in the following month it decided that teachers who joined the Forces during a school vacation would, for the period of that vacation, retain their defence pay in addition to their salary!

---

[1] Of that list Algie, Hannah and Johns were killed in action and Mackenzie and Rope died of wounds.

[2] R. Crowe to W. J. Anderson, 11 October, 1916.

[3] F. K. de Castro to R. Crowe, 18 October, 1916.

During 1916 New Zealand soldiers fought in the Middle East, France and Flanders. April 25 marked the first anniversary of the achievement of the New Zealanders, co-operating with the Australian Forces, in effecting a landing on the Gallipoli Peninsula. The Board considered that the gallantry of the Anzacs on that day should be brought prominently before children; in order to perpetuate the memory of the landing the Board asked the schools to make the celebration an annual event. Since Tuesday, 25 April, 1916, occurred during the Easter holidays, schools held their services on the afternoon of Thursday, 20 April. In the addresses of the chairmen, teachers, or other public men, the Board hoped that reference would be made to the British Empire, the flag and what it stood for, the British Navy, self-government within the Empire, the loyalty of the colonies and the overseas Dominions, the allies, why New Zealand was at war, and the freedom and liberty of the Empire. Just over six weeks later Kitchener was drowned, and on 1 July the Joint Offensive on the Somme began. The War Legislation Amendment Act, passed in August of that year, made provision for the appointment of temporary teachers during the period of the war; the Board could appoint such persons as it thought fit, — whether they were certificated teachers, persons holding a licence to teach, or others who did not hold either of those qualifications. Temporary modifications were also made in the staffing schedules of schools.[1] The regulations authorizing the appointment of teachers at a salary lower than the scale salary were repealed by an Order in Council dated 30 December, 1918.[2] The only authority then remaining for the payment of a teacher below the scale salary was that contained in Section 28 of the Regulations gazetted on 17 December, 1918, — "Any teacher who is appointed temporarily to any position, or acts as relieving teacher or locum tenens for a teacher, in a public school shall while he occupies such position be paid salary and allowance not lower than the salary and allowance to which he would have been entitled if he had been permanently appointed to such position: Provided that if in the opinion of the Board the qualifications of a teacher who is not the holder of a teacher's certificate or a licence to teach do not warrant the payment to such teacher of the salary prescribed for the position to which he is appointed, the Board may, with the concurrence of the Minister, pay salary at a lower rate than the prescribed salary." In August, 1916, Parliament passed the Military Service Bill. By its tenth section the Minister of Defence was empowered to publish in the *Gazette* a notice setting forth the names of men on whom the lot had fallen and declaring that those men were called up for service with the Expeditionary Force. Section

---

[1] See Section 15 and *New Zealand Gazette,* 31 August, 1916.
[2] *New Zealand Gazette,* 9 January, 1919.

4 divided reservists — men of not less than 20 and under 46 — into First and Second Divisions. The First Division consisted of all who, on the passing of the Act, — 1 August — were, (a) unmarried men; or (b) married men whose marriage took place subsequently to 1 May, 1915, except such as had a child under 16 by a previous marriage; or (c) widowers with no children under 16 years of age; or (d) men whose marriage had been dissolved or who were judicially separated from their wives by decrees of judicial separation, separation order, or otherwise, and who had no children under 16 years of age. The Second Division consisted of all other reservists. On 1 September, 1916, the Governor, the Earl of Liverpool, proclaimed and directed the enrolment of the First Division and on the following day he proclaimed the enrolment of the Second Division. Enrolment had to be made not later than 15 September for the First Division and 16 September for the Second Division. The first list of men called up under Section 10 appeared in the *New Zealand Gazette* on 23 November.

By June, 1916 the Education Department had been seriously concerned over the enlistments of teachers for military service. Out of some 4346 teachers at that date there were only about 237 single men in public schools and many of those were pupil teachers or student teachers under 21 years of age. By the beginning of July, 175 teachers from the Auckland district had joined the Forces or were about to go into Camp. The numbers had increased by 31 July, 1917, to about 250. In the previous month New Zealanders had won battle honours in the occupation of the Messines Ridge, and the capture of Passchendaele by the Allies in November closed the largest and most successfully sustained offensive of the war up to that time. At the commencement of the war, under a voluntary system of enlistment, there had been special reasons for holding out special inducements to those teachers whose previous training as officers of cadet corps had qualified them to supply a most pressing want, but under conditions of service which were no longer dependent upon voluntary action the reasons that had actuated the Government in its early decision did not apply. Education Boards were notified that, commencing on 1 January, 1918, the special concessions in salaries allowed in the case of married teachers who held commissions were to cease, and that after that date all teachers would be placed on an equal footing with members of the Public Service — that is, they would receive defence pay only. The new arrangement did not affect the position of teachers who were being paid under the original conditions or of those who received commissions before 1 January, 1918. Because of the serious depletion of the teaching service through military requirements the Defence authorities, early in 1918, stated that they were prepared to consider on its merits any case in which the Board should desire a teacher then engaged in Home Service in New Zealand to be allowed to resume his occupation as a teacher. But neither the Board nor the Department had any information in regard to teachers who were on Home Service. After a teacher left for Camp the Board had no further knowledge of his movements until he reported that he had been discharged. So serious was the situation that the Department felt that it would be detrimental to the interests of education in New Zealand if any further members of the Training College and Normal school staffs were withdrawn. Since the appointments to those staffs were subject to the approval of the Minister the Department appealed for the exemption of their members who were called up for military service. In view of the fact that about 700 teachers from the primary schools had gone on active service by mid-1918, the Department suggested to the Board that all teachers of the second division should be appealed for by it. The Headmasters' Association and the Auckland Branch of the N.Z.E.I. were opposed to the appeals for the exemption of teachers and the Board refused to appeal on behalf of any teacher called up for service; it expressed its strong opinion, however, that if any teachers were to be exempted the exemption should apply to all teachers and not only to those in Normal schools. The N.Z.E.I. deplored not only this lack of unanimity in the matter of liability for military service but also the inconsistent attitude adopted by the various Education Boards in the matter of appeals. At the end of August the Minister, Hanan, decided to appeal for all remaining second division teachers. Appeals lodged by the Department were heard before the Military Service Board on 4 October and eight Auckland teachers were granted exemptions; fourteen more teachers were allowed exemptions *sine die* on 1 November. At 5 a.m. on the 11th the Armistice was signed and at 11 a.m. hostilities ceased.

On 18 January, 1919, the Peace Conference opened at Versailles. While it was in session Ebert assumed office as first president of the German Republic, the formation of a League of Nations was approved, and Captain John Alcock and Lieutenant Whitten Brown flew the North Atlantic. Germany signed the treaty on 28 June — the fifth anniversary of the Serajevo murders — and George V sent a message to his Empire declaring "the victory of the ideals of freedom and liberty for which we have made untold sacrifices". A few days later, the British airship R.34 made a double flight across the Atlantic, Jack Dempsey beat Jess Willard for the world's heavyweight boxing championship, and the United States adopted prohibition.

CHAPTER 31

EDUCATION AND EFFICIENCY

On 23 October, 1918 the Auckland Board was addressed by its new Chairman, E. C. Banks, on the subject of "Education and Efficiency". "Our minimum needs", according to him, were five in number — first, compulsory education between the ages of 14 and 17 for at least half a day a week, second, floor-space for each child to be raised from 10 to 12 square feet, third, the number of children to be taught by each teacher to be reduced from 40 to 35, fourth, the same pay for entrants to the teaching profession as to other branches of the Civil Service, and fifth, school stationery and school books to be supplied by the Government Printer. Banks expected that after the war the interest on the National Debt and pensions to soldiers would probably amount to £10,000,000 a year;[1] he pointed out that New Zealand's exports were worth £33,000,000 a year but their value would probably decrease 25 per cent. after the war. For New Zealand's production to be increased at least 50 per cent. two things were required — an increase in the population in the country, and increased efficiency. "At present," said Banks, "the standard of comfort in the country is lower than in the towns, and this can be remedied only by giving people in the country the same facilities as those in the towns. The best blood in New Zealand drifts from the country into the towns at the age of 14 to the at present overcrowded high schools. The remedy for this is the improvement of the district high school in the country. There should be in every district high school two masters holding university degrees, one at least in science, and a headmistress with a degree in domestic science. With this staff children between the ages of 14 and 18 in the country can get all the education they want. There should be an experimental farm of 30 acres within one mile of the school, with a residential ploughman working under the headmaster." He gave his views — with a rural bias — on compulsory education. "Today," he said, "we are spending £1,700,000 a year on education, and a great deal of the effect of this expenditure is being lost through some 85 per cent. of the children leaving school at or before the age of 14 and forgetting much of what they have learned before they are twenty. Away from school influence at the most important period of their lives they learn a lot that is harmful to them. To remedy this it is proposed to make education compulsory for at least half a day a week in the day-time. Wherever there is a technical school the children would have to attend there, but in the country the only way to do it is for the teachers of the primary schools to take a class from 9 to 12 on Saturday mornings. There is no reason why a country schoolmaster should not be able to take a class of boys between the ages of 14 and 17 in such subjects as farmers' arithmetic, farmers' book-keeping, animal physiology, plant life, climate and citizenship." With some heat and absurd historical reference, neither of which helped his argument, Banks addressed his colleagues on the problem of overcrowding. "Members of Parliament," he said, "do not understand the criminal way in which our schools are overcrowded. The ordinary double bedroom of 12 x 15 ft., that is, with 180 sq. ft. of floor space, is not considered large enough for two people, yet in our schools 18 children are crowded into the same space. The Black Hole of Calcutta was a horrible place. Are our schools much better? It is easy to understand why there is so much illness among our children and so many breakdowns among the teachers." On the size of classes and pay of teachers, Banks became tersely sententious. "Thirty children," he said, "is the maximum number which a teacher can deal with successfully; the more you increase that number the less successful becomes the teacher." "Practically anybody with the necessary education," he affirmed, "can become a successful Civil Servant; but few, however, are likely to succeed as teachers." Like other apparent aphorisms these Banksian pronouncements contained only a few grains of truth. On the final "need" Banks said that the system whereby the Government Printer distributed stationery and books to native schools should be extended to the public schools; he calculated that if this were done the saving would be over 50 per cent. The Auckland Board endorsed Banks' remarks by having them printed and distributed to other Boards and members of Parliament.

---

[1] At 31 March, 1920, the interest on New Zealand's National Debt stood at £7,249,426 and pensions to soldiers in that year amounted to £1,869,366. In 1913 the interest on the National Debt had been £2,717,013.

In 1919 the Board resolved to convene a conference with the members of Parliament who represented constituencies within the Auckland Education District, because it believed that the greatest need of New Zealand during the years of reconstruction was reform in education. It was of the opinion that the Education Department was seriously hampered because sufficient funds had not been provided and it deplored the inadequate provision that Parliament had made for the education of the young people of the Dominion. The subjects that the Board wished to discuss with the parliamentarians were overcrowding in schools, private buildings used as schools, inadequate playing areas, lack of teachers' residences, inadequate staffing of schools, and payment of teachers. The time of the meeting was fixed for Tuesday, 12 August. Banks, Mrs Baume, Dr Reekie, Boddie, King, McKenzie, Murray, Penning and Smith were present; Garland attended as a member of the Legislative Council; there were also representatives of the University College, the Grammar School Board of Governors, the Board of Managers of the Seddon Memorial Technical College, the Council of Education, the Primary School Committees' Association, the Departmental medical staff, and the Auckland Branch of the New Zealand Educational Institute; Mulgan as senior inspector and C. R. Munro as president of the N.Z.E.I. were there; the members of parliament, besides Garland, who attended were Sir Frederick W. Lang (Manukau), Speaker, Joseph G. Coates (Kaipara), Minister of Justice, James S. Dickson (Parnell), Albert E. Glover (Auckland Central), the Hon. Benjamin Harris, M.L.C., William T. Jennings (Taumarunui), Francis Mander (Marsden), C. J. Parr (Eden), Hugh Poland (Ohinemuri), Charles H. Poole (Auckland West), Vernon H. Reed (Bay of Islands), Thomas W. Rhodes (Thames) and James A. Young (Waikato). Unfortunately Purdie forgot to invite the Hon. James B. Gow, M.L.C. of Opotiki. Public business prevented W. F. Massey (Franklin), William H. Herries (Tauranga), Minister of Native Affairs, A. M. Myers (Auckland East) and Richard F. Bollard (Raglan) from attending. At that time the country was faced with a serious coal position and an important conference was being held in Wellington between the Coalminers' Federation and the Coal Mine Owners' Association. The first statement made by the Board to the parliamentarians referred to overcrowding.

From 1 January, 1905, the standard of school accommodation recognized by the Education Department had been 12 square feet per unit of the average attendance; but in October, 1915 the Department informed the Board that during the war an allowance of only 10 square feet per child could be made in new school buildings and additions. The Board opposed this lower standard because of the importance which it attached to the need for fresh air and freedom of movement for pupils; its action was strongly supported by the Marlborough, North Canterbury, Taranaki, Southland, Wanganui, Wellington, Hawkes Bay and Nelson Boards. The restriction was removed in February, 1919, and the basis of not less than 12 square feet of floor space per pupil in average attendance was adopted as the standard. This instruction, of course, did not solve the problem of overcrowding. Some of the rural schools with less than 10 square feet per pupil in March, 1919 were Ardmore, Buckland, Harrisville, Mangere Bridge, Morrinsville, Opotiki, Tuakau, and Victoria Valley; among those with less than 12 square feet per pupil were Arapohue, Dargaville, Manurewa, Ohinewai, Rawene, Russell, Taupo, Tokoroa, Wellsford and Whangarei; Frankton, Riverhead, Te Kowhai and Waitoa were among those schools which approached 10 square feet. Many of Auckland's schools had roll numbers ranging from 700 to nearly 1000. In a memorandum addressed to the Board, Mulgan said, "The Act recognizes a school with an average attendance of 481 pupils as being in the highest grade, thereby implying a disinclination to encourage the growth of schools beyond an enrolment providing this average; and well-informed opinion in practically all progressive countries is agreed that the school community should not be allowed to reach the dimensions of former years. Quite a number of our large schools, on a basis of 12 square feet per unit of average attendance, are overcrowded, and some relief is urgently needed; but this, I am strongly of opinion, should take the form of a new school and not that of additional accommodation at the existing school." Many of the old schools had been built 30 or 40 years ago and they had been added to at different times; lighting and ventilation were not given much prominence; and it had been almost impossible to remodel some of those schools on more modern lines. Further, expenditure on education had been reduced to a minimum during the war, but the population and the need for greater facilities had grown. During March, 1919, Dunlop investigated overcrowding in the city and suburban schools. He took as a standard a school with a roll of 600 and an average attendance of over 500. Since the Board was then considering proposals in regard to the city schools, Nelson Street, Napier Street and Beresford Street, Dunlop merely pointed out that in the event of Nelson Street school being closed and a new up-to-date one being erected on an enlarged Napier Street site, it would be necessary to provide accommodation for from 800 to 900 pupils. The three Ponsonby schools — Ponsonby, Bayfield and Richmond Road — were all overcrowded; but if a school to accommodate 600 children were built in Curran Street the requirements of the district would be met for some time. The Newton schools — Newton East, Newton West, Grey Lynn and Richmond West — all had excess roll numbers; Grey Lynn, for example, had a roll of 736 but its capacity at 12 square feet per child was only 527. The overcrowding was more acute in the Mt Eden-Mt Albert group comprising Grafton, Mt Eden (an excess of 300), Maungawhau, Edendale and Mt Albert. A new school at Kowhai Road would help to relieve this state. Maungawhau and Edendale were built almost at the southern edge of the populated area and it was expected that, as soon as building operations were resumed, they would be required to serve the district lying south of them. The overcrowding would again become acute. Dunlop suggested that the Mt Eden Borough Council should be approached for permission to build on a corner of the Dominion Road Park, on a section adjoining the park with the right to use it as a playground. The schools of the Epsom-Onehunga group — Epsom, Onehunga, Te Papapa, Mt Roskill and Mangere Bridge — required immediate enlarging; it appeared that two sites would need to be procured between Onehunga and Epsom. In the Newmarket-Remuera-Meadowbank-Ellerslie group, the Board had attempted to divert the overflow from Remuera into Newmarket. The environment of the Newmarket school was unattractive, the building was dilapidated, and there was a nearby dangerous tram junction. It was obvious, then, that the Remuera school would need to be enlarged although some relief would come when a school was built on a site which the Board was acquiring at Wheturangi Road. Of the Devonport-Takapuna group — Devonport, Takapuna, Belmont and Stanley Bay — Devonport was the most overcrowded school with a roll of 906 when its capacity should have been 710 but it would be helped when a new school was built at Vauxhall. Of the Avondale group — Avondale, Point Chevalier and New Lynn — the only school that required attention was New Lynn. Settlement in this district was increasing; the average attendance for 1918 was 249 while for the March quarter of 1919 it was 287, and the floor space was only 2988 square feet. The Board had always to be aware of parliamentary enactments which affected sites for public schools; there was, for example, "The Reserves and Other Lands Disposal and Public Bodies Empowering Act, 1918" in which clauses referred to part of the

Mount Victoria Recreation Reserve at Devonport, land in Hamilton West (Whitiora), correction in the vesting of a strip of land in the Borough of Hamilton, vesting of a section of the Hamilton West Town Belt in the Board of Governors of the High School and reservation of land in Hamilton West for a technical school site. The Board saw from Dunlop's survey that because of rapid expansion in the City provision would have to be made for erecting new schools in the Mt Eden, Ponsonby, Green Lane and Devonport districts.

The second matter presented by the Board at the August meeting concerned the schools which were being conducted in privately-owned dwellings. In the Auckland district in 1919 there were 33 of these schools with an average attendance of from 21 to 49, 26 schools with an average attendance of from 15 to 20 and 32 schools, each with an average attendance under 15, being conducted in private buildings. In addition to these schools there were about 40 smaller schools with attendances below 10 being held in private buildings. In newly-settled districts it had been advisable sometimes to open schools in private buildings until the trend of settlement had declared itself. The Board felt that as soon as possible central sites should be chosen and schools erected. Applications had not yet been made to the Department for grants for building in all of these places, and it was not expected that there would be a great number of applications sent forward. However, applications had been made in some cases and a number had nearly reached this stage so provision had to be made for the erection of suitable buildings. The estimated cost was £20,000. The third subject on which a statement was made was that of playgrounds. The old established schools were in the worst position in regard to playing areas. In country districts extra land could be obtained at comparatively reasonable prices, but in the City and in larger country towns the cost was much greater. The average attendance and playing areas of some of the Auckland schools were as follows:—

School	Average attendance	Area in acres, roods, perches		
Newton East	790	1	1	23.2
Richmond Road	735	1	1	32
Ponsonby	723	1	1	18
Newton West	675	1	1	10
Bayfield	703	1	2	14
Parnell	620	1	2	32
Napier Street	569		3	20
Beresford Street	601	1	2	17
Avondale Side School	42		3	21
Nelson Street	448		3	8
Stanley Bay	266		3	21

The fourth topic of the August Conference related to teachers' residences. Two-thirds of the schools of Grade II had no residences. The teachers often had to live under adverse conditions at some considerable distance from the school. Banks said that his ideal of a country school was one with a permanent residence in which a married teacher might spend ten or fifteen years as guide, philosopher and friend to the district. The final point made by the Board was on the subject of staffing. Many of Auckland's classes were inadequately staffed. Returns from 51 of the largest schools in the District showed that there were 71 classes with from 60 to 70 pupils, 56 with 70 to 80 pupils, 38 with 80 to 90, 14 with 90 to 100, and 7 classes with 100 to 120 pupils in each; these classes were taught by one assistant with or without the help of a pupil teacher (4 hours a day) or probationer (3 hours a day). A school had to have an attendance of 35 children before a second teacher could be provided, and 80 before a third teacher could be appointed. Banks said that for a reduction of these numbers more money would be needed as it would require an addition of an eighth to the teaching staff. On the question of salaries he said that the country should offer a Director of Education £1500 a year. He referred to an advertisement calling for applications for the position of inspector of schools at an annual salary of £650. Banks was the director of a bacon company in which the manager was paid £1200 a year. This man, said Banks, had to deal with 50,000 to 60,000 pigs whereas the man who dealt with 100,000 children was offered £650. Mulgan, agreeing with Banks, said that the remuneration was altogether too low to attract the best men to the inspectorate.

In summary form the immediate requirements of the Auckland Education Board were:—

Applications then before Department approximately	£50,000	0	0
Applications then under preparation	7,000	0	0
Estimated cost of enlarging other overcrowded schools (12 sq. ft. per pupil basis)	25,000	0	0
Estimated cost of buildings to replace private buildings Grades II and III	20,000	0	0
Estimated cost of erecting 50 residences during current year . .	40,000	0	0
Cost roughly estimated of increasing playing areas to reasonable dimensions:			
160 acres for Grade III schools at approximately £50 an acre	8,000	0	0
15 acres for Grade IV schools at approximately £100 an acre	1,500	0	0
12 acres for Grade V schools at approximately £400 an acre	4,800	0	0
10 acres for Grade VI schools at approximately £600 an acre	6,000	0	0
80 acres for Grade VII schools at approximately £1000 an acre	80,000	0	0
	£242,300	0	0

Apart from these items the Board suggested two other yearly charges:—

Increase in staff to substitute 220 Assistants for 220 Junior Teachers at an average of £150 each	33,000	0	0
Teachers' salaries — an all-round increase of 25%	70,000	0	0
	£103,000	0	0

At the August conference, cases were stated for the country schools by McKenzie, for the town schools by Reekie, for secondary schools by Professor A. P. W. Thomas, for the technical school by Murray, for the University — which now had a site but no building — by T. W. Leys, and for the education of girls by Mrs Baume. At the instigation of the Auckland District Institute of the N.Z.E.I., the Board had already brought the education and health of schoolgirls to the notice of primary and secondary teachers, School Committees and "others interested in Education" when it had arranged lectures delivered in Auckland by Dr Truby King in February, 1914. As a Board member Mrs Baume had consistently promoted measures which she believed would produce the good wife — the virtuous woman whose children would arise up and call her blessed. In November, 1916 she had persuaded the Board to recommend to the Minister of Justice the appointment of women police for work amongst women and girls. There was no doubt at all that this was a reasonable request. In 1914, for instance several girls in New Zealand under the age of 13 years had given birth to children and for the four years which ended in December, 1917, nearly 500 girls under 17 years had become mothers. Miss Hancock, superintendent of St Mary's Homes, Otahuhu, in September, 1918, uttered a strong criticism of the immorality existing then among boys and girls; she also attacked defects of the criminal law. Within 10 years, she said, over 30 girls under the age of 16 years had become mothers at the Home. Of the 36 girls then in the Home nearly all were between the ages of 15 and 20 years and half of them were below the average of ordinary intelligence and capability. Mrs Baume was responsible for the Board setting up a special sub-committee in February, 1917 to discuss the whole question of domestic science instruction in the manual training centres and in August she reported the resolutions made by it. Some were approved:—that, in the best interests of the womanhood of the country, training in domestic science should be continued in the daytime for girls between 14 and 17 years of age; that when possible the practical and demonstration lessons in cookery and laundry work should be combined into one lesson of 3 hours' duration weekly, and in the meantime 3 hours fortnightly; that the Board urge the Education Department to introduce the Dominion grading and a Dominion scale of salaries for domestic science and manual training teachers; that sewing should be a compulsory subject in all standards of primary schools; that an examination in domestic science and needlework should be compulsory for all certificated female teachers; that dual working in cookery classes should be abolished as far as possible; that all girls who had passed the Fourth Standard or were over 12 years of age should be allowed to attend domestic science classes; and that it was essential that the Department should consider the advisability of establishing classes in housewifery for senior (or 3rd year) girls. At the August conference Mrs Baume advocated the establishment in the University of a Chair of domestic science. It was the duty of the Government, she said, to educate scientifically the pioneer women of the farming classes so that they might be equipped to overcome household problems. "Domestic drudgery," she said, "often renders the mother inert and unable to achieve the personal touch."

Both Munro and Mulgan spoke about the need for better facilities for medical and dental inspection. Yet inspection, said Munro, was not sufficient; children needed treatment. Mulgan made what must have appeared an obvious comment. He said that New Zealand required a medical man to direct the Education Department's medical services. The Government rewarded its Director of Education with £950 a year but that sum was not sufficient to attract a medical man. A medical inspection of 29 schools in the Auckland District from March to June, 1915, had revealed a large number of defects. During the period between 5 July and 15 September, 1915, the city schools were medically inspected; 1135 children were examined, 544 of those being taken from Standard

II and 591 being examined as special cases selected by doctors, teachers or parents. Among the 1135 children examined, 23 were found to be suffering from anaemia and general debility and 21 had a circulatory disease; 7 were found to have respiratory disease, exclusive of several cases who were stated to suffer from asthma; 4 were suspected of having other tuberculous conditions; 6 showed nervous symptoms, and there were several well marked cases of spinal curvature. There were thus about 50 children whose physical condition was such that they ought to have been in some special school. In the ordinary school they ran the risk of becoming permanently handicapped. Dr Elizabeth Macdonald advised the Board to establish an open-air school. "There is no other practical way," she said, "of securing the physical and educational welfare of these children." The Education Department advised the Board that provision for open-air instruction could take one of three forms. First, a verandah or other form of shelter could be built and drafts of children taught there on fine days; this was not regarded as worthy of special grants. The second type was a separate open-air classroom, such as had been built at Wellington South, which could be occupied in all kinds of weather; on three sides of this school the walls were mainly shutters that were opened when not directly exposed to rain or high wind. The third type was an ordinary classroom in which the upper portion of the wall opposite the side from which the light was admitted could be thrown open. During 1916 the Department made investigations into the plans, details of construction and equipment, and the results of open-air classes in England, Canada and the United States. A "pavilion" classroom measuring 26 feet by 24 feet was built at Tauranga in 1917; it was the first of the open-air type to be built in the Auckland Province. In March of that year the Department revised the organization of medical inspection and physical education. Medical inspectors and physical instructors were placed under the general supervision of the senior inspector for the district in which they were employed; in Auckland the persons concerned were Dr Macdonald, Miss Blomfield and W. A. Johnson. In 1917 there were only four school medical inspectors in New Zealand; but in February, 1919 Dr Ethel Adelaide Sands was appointed as Auckland's second medical inspector. The school inspectors were of the opinion that the children of 1919 were stronger and healthier than those who had attended schools about 1909. The Board looked to the health of its teachers; at least, it showed some concern over their absences from school. At the end of 1916 it had asked Dr Macdonald to give an opinion on the causes of frequent absences on the part of women teachers. She found that too large a percentage of women teachers suffered from nerve strain in all degrees, from mere nervous irritability to complete nervous breakdown. Since there was no reason why teaching of itself should have produced nervous exhaustion she concluded that the causes lay in the conditions in which the work of teaching was carried out. The most likely causes appeared to be the excessive size of classes and the overcrowding of the schools. The working conditions were far from ideal. Provision made for teachers in cloakrooms, rest-rooms and lavatory accommodation was inadequate and there was little or no privacy or provision for a teacher who was temporarily tired or indisposed. The "so-called discipline", said Dr Macdonald, made relaxation practically impossible; she was convinced that an incalculable amount of harm was done by the failure to recognize and respond healthfully to nature's warning in regard to fatigue. In some agricultural districts the difficulty of obtaining reasonably good board was real, and the inadequate and unpalatable food, and the absence of any congenial companionship were factors that produced, first, depression of spirits and then a nervous breakdown. It was strange yet true that many children in those districts suffered from malnutrition; and the teachers often suffered similarly. Dr Macdonald had observed that many women teachers were exhausted by devotion to a false standard of efficiency. There was too much working for external results, too much pressure for examinations and too little scope for originality and individuality. She told the Board of one teacher who after teaching for over fifteen years had at last enjoyed a year free from leave of absence on account of illness. The teacher attributed the improvement to the fact that she had been working in her infant room on Montessori lines and, in consequence, had had much more active enjoyment in her teaching. "It is unwise and dangerous to generalize from particular cases," said Dr Macdonald, "but even isolated statements of this kind give us reason to pause and consider."

The Auckland Members of Parliament resolved "to support to their utmost the interests of Education and to that end to act in concert to urge Parliament to vote a sufficient sum of money during the coming session to place Education upon a satisfactory footing". A large deputation of Auckland provincial members, with Sir Frederick Lang as spokesman, waited on the Minister of Education, Sir Francis Henry Dillon Bell, on 18 September. He was non-committal but in the course of a sympathetic reply he indicated that large provision for the needs of the Dominion, especially in regard to primary education would be made in the Financial Statement, and when New Zealand's first peace-time budget was announced in September it promised an increase in the grants for buildings and teachers' salaries. "Education," commented the *New Zealand Herald*, "is to be granted a long overdue instalment of justice." The ordinary grant for school buildings allotted to the Auckland Board in 1915 had been £19,588. It was the special fund referred to in the first part of Section 33 (6) of "The Education Act, 1914" and was made to the Board to provide for the maintenance and repair of school buildings, furniture and fittings, to meet the cost of rebuilding worn-out schools, of replacing furniture, fittings and fencing, and the Board's share of the cost of replacing schools destroyed by fire, and to provide for all new furniture and fittings required by increase of attendance at existing schools, or by the establishment of small or temporary schools not provided for by a special grant. The Board, after making provision for those requirements could devote the whole or part of the balance of the grant to other purposes but the amount expended upon additions in any year was not to exceed 7 per cent. of the grant for the year and the additional floor space provided in any one school or residence during the year was not to exceed 400 square feet. The ordinary grant for 1916 was £20,238. "The Statute Law Amendment Act, 1917" was passed on 31 October, 1917, and from that date — according to the provisions of Section 9 — the Board was required to keep separate Buildings Accounts for (a) Buildings Maintenance, and (b) Rebuilding. Grants from the Government were to be allocated separately for one or other of these purposes. Previously the funds for the two purposes had been combined but, under the provisions of the Act, moneys standing to the credit of the combined account on 31 October, 1917, were to be credited to the new Rebuilding Fund — "except as may otherwise be agreed upon between the Minister and the Board".[1] The Board was advised to continue the previous account as the new Rebuilding Account. The cost of alterations and small additions, and of renewal of outbuildings, furniture and fences was chargeable in terms of the Act to the Buildings Maintenance Fund, but it was realized that special cases might arise where the alterations to buildings or the replacement of sanitary arrangements could involve a large expenditure; for these purposes "small additions to buildings" were held to be additions that did not cost, in the case of a school, more than £100 or, in the case of a residence, more than £50. The reasons given by the Department for this change in the system of dealing with grants for school buildings were, first, that due provision might be made separately for the two purposes, second, that funds provided for each might be utilized only for the purposes for which they were voted by Parliament, and third, that Boards might be able to administer their building funds in a more systematic way.[2] The amounts allotted to Auckland for the year which ended on 31 March, 1917 were £12,232 for the maintenance and repair of schools and of teachers' residences (including the repair and renewal of outbuildings, furniture and fences, and also including alterations and small additions to buildings and other similar purposes), and for the rent of school buildings or sites of school buildings, and £8638 for the rebuilding of worn out schools or schools destroyed by fire and for the replacement of school classrooms. The Board reviewed its expenditure for the four years which ended on 31 December, 1917, —

	Maintenance	Rebuilding
1914	£14,507 13 11	£1,386 12 5
1915	12,601 16 3	1,634 19 8
1916	10,094 1 9	1,514 9 1
1917	10,783 11 7	564 18 8

Its statement of money assets and liabilities at the end of 1917 was:—

	Assets	Liabilities
Maintenance	£2,038 13 4	£1,200 0 0
Rebuilding, (Cr. balance 31 December, 1917)	60,035 0 5	
Due by Government	1,780 5 0	1,450 8 10

The necessary works held over on account of the war included the installation of new drainage and sanitary arrangements at Beresford

---

[1] Education Department Circular No. 1917/169.
[2] Education Department Circular, 1917/170.

Street, Napier Street, Nelson Street, the Normal school, Grafton, Parnell and Newmarket (estimated cost, £4500), improvements to the sanitary arrangements of Mt Albert, Mt Eden, Mt Roskill, Epsom, Devonport, Otahuhu, Onehunga, Waihi and Hamilton West (£1350), the painting of 12 city and suburban schools (£1920) and 20 country schools (£800), and general improvements, repairs and fencing (£2000). On the evidence of those figures the Board applied for the Minister's approval to retain £8000 in the Maintenance Fund,[1] but, in spite of repeated applications over a number of months, the Department refused to authorize a sum larger than £6000. The amounts allotted to Auckland for the year which ended on 31 March, 1919, were £14,473 for the maintenance of buildings and £9191 for rebuilding. But on 1 September, 1919, the Department ceased making payments for rebuilding purposes. It appeared to the Board that the Department expected it to expend the amount held by it at 31 August on rebuilding until the fund was exhausted and then the Department would take over the whole cost of rebuilding. In this fund the Board had a balance of £69,836 at 31 December, 1919. The fund had remained intact because the Board's policy had been to take full advantage of the existing buildings until the limit of their useful occupancy had been reached. To have done otherwise, members said, would have entailed wasteful and unnecessary expenditure. The staffing of public schools and the scale of salaries of teachers were altered by "The Education Amendment Act, 1919" and the Governor-General made an Order in Council covering salaries, grading of schools, staffing, temporary and relieving teachers, leave of absence, teachers' removal expenses, native schools, pupil teachers and probationers, training colleges, and organizing teachers.[2]

The 19th Parliament of New Zealand was prorogued on 7 November and dissolved on 27 November, 1919. During the following election campaign the subject of education was seldom used by Reform, Liberal or Labour candidates in their pursuit of votes. Coates mentioned subsidies for education at a meeting in Silverdale. At New Lynn, Parr emphasized the importance of education in the work of reconstruction; in his opinion the portfolio of Education was the most important. Of the Labour Party's platform in 1919,[3] four points referred particularly to education. First, education should be free, secular and compulsory from the kindergarten to the university; second, there should be uniform school books, printed by the Government and supplied free of cost; third, military instruction in schools should be replaced by constructive education in humane thought; and fourth, all schools should be equipped with proper appliances for "physiculture". This extremely weak statement revealed that the subject of education had not been studied in the historical development of New Zealand socialism. It was obvious that Labour candidates had merely chosen one or two well-known complaints of parents and School Committees and had trusted that no voter would ask who was going to pay for all the "free" gifts of education.

---

[1] R. Crowe to W. J. Anderson, 25 February, 1918.

[2] For details see *Supplement to the New Zealand Gazette of Thursday, November 13, 1919* (17 November, 1919).

[3] It was at the Labour Party's Conference of 1919 that Walter Nash made his first appearance as delegate from New Plymouth; he was elected to the National Executive to represent Taranaki.

Of the members of Parliament who had met the Board in August, Glover and Poole were not returned; the Liberal Glover was defeated by the Labour candidate, W. E. Parry, for Auckland Central, and Poole did not seek re-election for Auckland West where Savage won another victory for Labour over C. F. Bennett and A. J. Entrican. Grey Lynn also went to Labour when the electors chose Frederick N. Bartrum in preference to Miss E. Melville (Reform) and George Fowlds (Independent). A few who were well-known in Auckland for their educational endeavours took part in the election; A. M. Myers (Liberal) was returned for Auckland East, Mrs Baume (Liberal) was defeated by J. S. Dickson (Reform) for Parnell, Parr (Reform) defeated O. McBrine (Labour) in Eden, in Manukau H. G. R. Mason (Labour) was defeated by Sir F. Lang (Reform), and A. Harris (Reform) won Waitemata from A. E. Greenslade; Peter Fraser (Labour) retained Wellington Central by defeating F. Pirani (Liberal); the Liberal leader, Sir Joseph Ward, lost his seat and in Gisborne W. D. Lysnar (Reform) defeated Sir J. Carroll. When Parliament met on 24 June, 1920, Massey (Franklin) was still Prime Minister but with C. J. Parr as his new Minister of Education.

CHAPTER 32

AN AGE OF FADDISTS

The first *Report* presented by Parr was, in fact, only his by adoption; that which related to his own ministry bore the date 21 October, 1921. He referred to "The Education Amendment Act, 1920" and to the various regulations made during 1920 in order to indicate the reforms and improvements in education effected during his short term of office. He drew attention, for example, to the provision made for the extension of the compulsory school age from 14 to 15 years some time after 1 January, 1922, the increased salaries for primary and Native-school teachers, provision for primary-school teachers applying for higher positions anywhere in the Dominion to be chosen according to their position on the Dominion graded list, increased allowances for pupil teachers, probationers and Training College students, increased allowances for the incidental expenses of School Committees, increased grants for the maintenance of school buildings, a Dominion grading of secondary-school teachers, regulations for the training of student-teachers in technical schools, a Dominion grading of manual and technical teachers, the extension of the special schools branch, the appointment of a Departmental school architect, and the appointment of a chief inspector of primary schools (T. B. Strong). It would be unjust to Parr to say that his hopes for the future were extravagant. He had a studious enthusiasm for the service of education, but all over the world the 'twenties were turbulent, uneasy years. Some of the men and women who received their "meed of fame" during this third decade of the century were Malcolm Campbell, Suzanne Lenglen, Jack Hobbs, Jack Dempsey, Kingsford Smith, Nurmi, Lady Astor and Marie Stopes. It was a period which, in the words of Alec Waugh, promised so much and brought so little. Confidence and hope were dangerously mixed with despair and cynicism. In July, 1921, the unemployed in Britain numbered over 2½ million and long queues at Labour Exchanges became a familiar sight for many more years. Lloyd George resigned in 1922 and Bonar Law became Prime Minister on 23 October. Five days later, the Fascists "marched" on Rome and soon afterwards Mussolini was appointed Prime Minister of Italy. Bonar Law resigned because of ill-health on 20 May, 1923, and was succeeded by Stanley Baldwin. In January, 1924 the Government was defeated and on the 22nd the uninspiring Ramsay MacDonald became Britain's first Labour Prime Minister; but on 4 November, Baldwin was Prime Minister again, with Winston Churchill as his First Lord of the Treasury to struggle with trade depression and wasteful expenditure. Labour won a majority at the general election of May, 1929, MacDonald was Prime Minister once more, and in December, 1930, there were more than 2,300,000 unemployed. Panic hit Wall Street in October, 1929. In Germany, shaken by great economic crises, the National-Socialist German Labour Party won 6,400,000 votes and returned 106 deputies to the Reichstag in the 1930 elections — its leader was Adolf Hitler.

During the 'twenties, there was exceptional activity in the field of educational thought and reform. In 1923 and 1924 the Committee for Research in Education of the British Psychological Society deliberated upon mental tests, tests of attainment, the correlation of mental age and attainments, the study of individual children, group psychology and psychoanalysis. When the Board was invited to assist the promoters of the New Zealand and South Seas International Exhibition which opened at Dunedin in November, 1925, it was advised that the educational section would be devoted to new methods of teaching, different systems of school organization, experiments in examining and classifying pupils, experiments in applied psychology and physiology, the co-ordination of subjects of the primary school course, physical education, medical inspection, school hygiene, school architecture and apparatus, special schools, retardate classes, choirs and bands, games, and eurhythmics. The Imperial Education Conference of 1927, formally opened in London by the Prince of Wales, heard expert opinion on self-government in schools, the education of sub-normal children, visual education in schools, vocational education, and curricula in secondary schools — in particular, whether Latin, Greek, algebra and geometry were essential to a secondary education; it also listened to P. B. Ballard, Cyril Burt and C. S. Myers on the subject of intelligence tests. And in the last year of the decade the New Zealand Council of Education supported accrediting for matriculation and applied itself also to the subjects of consolidation, unemployment among teachers, libraries, the training of secondary school teachers, the prevention of motor accidents, reciprocity in pension schemes, University bursaries and the need for investigating educational progress abroad.

The general reader of the 'twenties was well-supplied with the works of Shaw, Wells, Eliot, Hilaire Belloc, Siegfried Sassoon, Evelyn Waugh, P. G. Wodehouse, J. B. Priestley, Edgar Wallace, Ruby M. Ayres and Ethel M. Dell. A more discriminating reader had also the writings of R. H. Tawney, Godfrey Thomson, A. S. Neill, A. Gesell, C. G. Jung, J. Piaget, Sir John Adams and Cyril Burt to stimulate his educational thinking. And while many teachers and administrators doubtless enjoyed *The Story of San Michele, All Quiet on the Western Front, The Good Companions* and *Lady Chatterley's Lover* there is as little doubt that they were influenced more by Gentile's *The Reform of Education* (1922), Sir John Adams' *Modern Developments in Educational Practice* (1922), P. B. Ballard's *The New Examiner* (1923), Jung's *Psychological Types* (1923), W. McDougall's *Outline of Psychology* (1923), Tawney's *Secondary Education for All* (1924), Gesell's *The Mental Growth of the Pre-School Child* (1925), Burt's *The Young Delinquent* (1925), Piaget's *The Language and Thought of the Child* (1926), Neill's *The Problem Child*

(1926), Sir Cyril Norwood's *English Tradition in Education* (1929), A. P. Pinkevitch's *The New Education in the Soviet Republic* (1929) and Susan Isaacs' *Intellectual Growth in Young Children* (1930). After the war was over the democratic countries with their different interpretations of the words "democracy" and "education" were faced with similar problems. Men's views on the relation of the state to education affected the content of the school curriculum and the methods of teaching. The perennial question of centralization as opposed to decentralization was still hotly debated by teachers and administrators, by philosophers and politicians. The revision of the curricula and the granting of equal opportunities to students to enjoy secondary education were not isolated phenomena; they appeared simultaneously in many countries. Psychological research was a feature of educational developments during the first two decades and in the 'twenties, psychologists — especially those in the U.S.A. and Germany — were occupied with tests and measurement. Acceptance of the old faculty psychology of the Hogben era was giving way to investigations into the principles of growth, and child study led in general to alterations in the methods of instruction with emphasis on the pupil's active learning and in its less extravagant forms, to respect for the pupil as a person. But the men and women of the 'twenties were weary of war, they were disillusioned and suspicious, and they revolted against the past in many ways. Exaggerated individualism intruded upon many walks of life. There was a modicum of truth in *The New Zealand Herald's* lament that the period was one noted for the emergence of faddists among the teaching profession.[1] Yet William F. Russell in the United States, William Boyd and John Adams from Scotland, Cyril Burt and Percy Nunn in England, Peter Manniche and Niels Bukh in Denmark, and Frank Tate in Australia were not "faddists". Nor could that word describe Gentile and Mussolini in Fascist Italy, or Lenin in Soviet Russia.

In 1921 the first motor car race meeting to be held in New Zealand was conducted at Muriwai Beach. A. M. Myers formally opened Carlaw Park and the Springbok rugby football team toured New Zealand. The first motor ship to visit Auckland — the Dutch oil-tanker *Hermes* — arrived in October, 1922, and on 7 December the first seaplane newspaper service of the Dominion was inaugurated when the *New Zealand Herald* was transported from Auckland to Whangarei and Thames. In 1923 the Nihotupu dam was opened and Massey laid the foundation stone of the new Arts building of the University College. Lord Jellicoe, who had been Governor-General since 1920, paid a farewell visit to Auckland in November, 1924; during the year Rotorua was granted authority to establish a Nelson system of Bible reading, and the young Auckland Electric Power Board told the public that the greater the consumption of power the cheaper would be the cost to the consumer. The foundation stone of the War Memorial Museum was laid by J. G. Coates on 1 August, 1925, and a fortnight later the *Aorangi* brought to Auckland some visitors who were *en route* to the Conference of the Empire Press Union to be held in Melbourne; among them were A. P.

---

[1] 5 May, 1928.

Herbert and Captain Anthony Eden, M.P. In 1925, Parr asked Frank Tate, Director of Education in Victoria, to investigate certain aspects of post-primary education in New Zealand, and in the same year Tate and Sir Harry R. Reichel of Wales reported on the University.[1] In March and November, 1927, N. R. McKenzie made a survey of reading, spelling, writing, arithmetic and "educable capacity" in Taranaki schools; in October, senior Auckland pupils, with their teachers, were given permission to attend matinee performances by the Shakesperean company led by Miss Hunter-Watts and Allan Wilkie; "The War Disabilities Removal Act, 1927" repealed "The Alien Enemy Teachers Act, 1915"; and Thames celebrated its Diamond Jubilee towards the end of the year. When Dr Hight returned from England where he had been acting as exchange professor of history at Leeds he contrasted overseas' educational administration with New Zealand's. "In New Zealand," he said, "School Committees are practically functionless, while Education Boards, High School Boards, and Technical College Boards work within narrow limits, and are powerless to arrest the Department's pull toward centralization and uniformity." He suggested that the less Departmental control exercised over the University the better for it and for all concerned.[2] Legislation relating to education reserves was consolidated in "The Education Reserves Act, 1928", in April the Auckland Branch of the N.Z.E.I. supported the introduction where practicable of the Nelson system of religious instruction into primary schools, in June, George Fowlds became a knight bachelor, and in August representatives of fifteen nations signed the Kellogg Pact thereby agreeing to outlaw war as a solution of international difficulties. In the world of fashion, the 'twenties were notable for short skirts and bobbed hair as well as for long skirts and hair à la Puritan; they were the days of the Eton crop and Oxford bags. Parents and grand-parents, who in the 'nineties had warbled such sugary concoctions as *A Bird in a Gilded Cage* and had bounded round the ballroom in the polka now saw the younger generation agitate itself in the Charleston and sing such inane ditties as *Yes We Have No Bananas, Horsey Keep Your Tail Up, Halleluja* and *All By Yourself in the Moonlight.* But many who had looked for the silver lining in 1921 were still singing in the rain in 1929.

New Zealand in 1921 had a shortage of houses, evictions were common, export prices collapsed, dairy prices fell, there was a railway strike, Auckland's unemployed marched to the Town Hall on 13 July and a deputation led by M. J. Savage interviewed the mayor; Peter Fraser introduced a bill in favour of unemployment insurance, and a Communist party was formed as a branch of the Australian Communist Party. Civil service and arbitration court wages were cut during the depression of 1922 and unemployment — and soup kitchens — increased. There were seamen's and miners' strikes in 1923, railwaymen struck in 1924, farm prices fell in 1926 and in 1927 16 per cent. of trade union members were unemployed. From 1928 export prices slumped again. The cost of living in 1929 was 63 per cent. in excess of what it had been in 1914 and bankruptcies multiplied, work on buildings was reduced, and short-time work increased. Fraser again introduced an unemployment insurance bill; when Labour won a bye-election in Hutt in December, 1929, he was pleased to welcome into parliament, one, Walter Nash. Railway construction stopped in 1930 and more men were dismissed; the Government passed its Unemployment Bill which made provision for the establishment of an Unemployment Board. To give married unemployed men in particular the opportunity to earn a few pounds for Christmas the Board offered £25,000 by way of subsidies to City Councils, Borough Councils, County Councils, Town Boards, Drainage Boards, River Boards, Road Boards, Hospital Boards, Education Boards and School Committees in districts where unemployment was particularly acute. The subsidy was paid at the rate of £2 for £1 of voluntary contributions; the work was to contain at least 50 per cent. of labour based on wages at the rate of 14/- a day, and all labour was engaged through Government labour bureaux. School Committees whose grounds required urgent improvement sent their applications to the Board, accompanied by a cheque equal to one-third of the estimated cost, for the amount of the voluntary contribution. Among the Committees that received unemployment subsidies were Kowhai and Te Papapa.

---

[1] See *Report of Royal Commission on University Education in New Zealand* in *Appendix to the Journals of the House of Representatives* 1925, E.-7A.

[2] *The Auckland Star*, 7 February, 1928.

In this stormy — at times hysterical — decade, with its tensions and complexities, the experiments of economists, politicians, bankers and diplomats did not make education and its administration more secure than any other public service. During the six years that Parr was Minister of Education two Education Amendment Bills were passed — "The Education Amendment Act, 1921-22" and "The Education Amendment Act, 1924". The second related mainly to secondary, technical and junior high schools. Under the first, teachers had to take an oath of allegiance, National Scholarships were made available for children resident in the Cook Islands or Western Samoa, private schools had to be registered and open for inspection, and Urban School Districts were abolished. Restrictions were placed on the expenditure of rebuilding funds. An Education Board could not enter into any contract or engagement involving the expenditure of money out of the special fund established for the rebuilding of schools and the replacement of school classrooms except with the prior consent in writing of the Minister; moneys were not to be paid out of that rebuilding fund unless consent were given, except in respect of contracts lawfully entered into by the Board before the passing of this Act. The Act reminded Board officers of Section 33 (6) of the 1914 Act and Section 9 of "The Statute Law Amendment Act, 1917" which set out the purposes of the rebuilding fund and it advised them that the moneys in that fund were now to be available for expenditure in remodelling schools or classrooms, adding to schools, and building new schools and residences. The 1921 Act also provided for unauthorized expenditure of Education Boards and of secondary and technical school Boards. A Board could expend out of its General Fund for purposes not authorized by Act or law any sum not amounting in the whole to more than one per cent. of that portion of its income which was payable to the General Fund, nor in any case to more than £50. But it was not the two Amendment Acts nor "The Apprentices Act, 1923", "The Auckland University College Amendment Act, 1923", "The New Zealand University Amendment Act, 1923", "The Education Reserves Amendment Act, 1924", "The Prevention of Crime (Borstal Institutions Establishment) Act, 1924" and "The Child Welfare Act, 1925" which made Board members and officials and teachers realize that they did not exist in splendid isolation. This was brought home to them by "The Public Expenditure Adjustment Act, 1921-22" which reduced teachers' salaries and grants to Education Boards.[1]

When Caughley succeeded Anderson as Director of Education in 1921 Parr said, "I hope we may get as Assistant-Director a man expert in the post-primary period of from 12 to 17 or 18, and higher education generally. Should we do so, I think I shall have an excellent working staff, and we shall get most valuable results." But the position remained vacant for a considerable time and it was not until the beginning of March, 1923, that Dr E. Marsden, formerly professor of physics at Victoria University College, took over that office. Parr's chief departmental officers while he was Minister were — besides Caughley, Marsden and Strong — A. Bell (secretary), T. R. Creswell, J. Drummond and E. J. Parr (chief inspectors of secondary schools), W. S. La Trobe (superintendent of technical instruction), W. E. Spencer (officer in charge of school buildings) and T. A. Fletcher (editor of the *School Journal* and *Education Gazette*). Inspectors were transferred frequently and ceased to be identified with the Board. Some moves, however, interested the Auckland Board and its teachers more than others. In 1921, for instance, N. R. McKenzie went on exchange to Canada and his place was taken by T. A. Brough of Vancouver and then by D. D. Moshier, of Toronto; an exchange was also made by McIlraith and G. W. Buckle of England. Early in 1922 A. B. Charters took Pitcaithly's place but two years later he became headmaster of Whangarei High School. In April, 1924, an exchange of senior inspectors was announced and Garrard went to Wanganui for three months, W. W. Bird came to Auckland from Hawkes Bay, and Pitcaithly went from Nelson to Hawkes Bay. McLeod received an appointment as senior inspector for Hawkes Bay and T. F. Warren returned to Auckland from Marlborough. Lambourne, who had resigned his appointment as vice-principal of the Training College in June, 1921 to re-enter the inspectorate declined promotion to the position of senior inspector at Napier in 1925 and McIlraith was appointed in his stead. At the beginning of 1926 Lambourne was appointed senior inspector of the Wanganui District. T. A. Morland (Kaiapoi), H. F. McMurtrie (Matamata) and H. H. Richardson (Wanganui) received Auckland appointments in 1926. In the same year W. J. Boden and N. H. S. Law entered the ranks of inspectors. A. F. D. East came to Auckland as an inspector at the beginning of 1929. Among the retirements of 1930 were those of M. McLeod, then senior inspector of Christchurch, and Plummer who was still in Auckland. For a few weeks before his retirement Plummer acted as senior inspector because of the death of Garrard on 21 February.[1] The senior inspectorship at Auckland was filled by J. Robertson, then senior inspector at Napier. N. H. S. Law was transferred from Wanganui to Auckland. And among the new appointments to the inspectorate at the end of 1930 were those of A. R. Merrington who went from Te Aroha to Wanganui, and G. H. Stubbs, who went from Nelson to Wellington. With the passing of years childhood memories often become unreliable and it is probable that adults of the nineteen-fifties did not realize that they had been partly responsible for the Auckland inspectors commenting upon the inaccurate arithmetic, the confused conditon of spelling, the reading which was spoken correctly yet without comprehension, and the writing which varied greatly; some of the voters at the general elections of the 'fifties must have been in the 30 per cent. of pupils who left school before entering the Sixth Standard and who had no knowledge whatever of the history of the last two centuries. Perhaps old or retired teachers forgot the regrettable prominence given to analysis and the neglect of synthesis, the decline in reading in the primers due to the exclusive look-and-say methods, the "print writing" and the public criticism of it, the evasion of speech training, and the reasons which prompted the inspectors in 1924 to call singing "the Cinderella subject"; it is unlikely that they would have admitted to having taught history without enthusiasm and by the periodic method alone. But because it dominated the primary-school system the Proficiency Examination remained unforgettable. An improvement in the conduct of the examination was made when children in schools of Grades 5, 6 and 7 could be accredited; it was a change which the inspectors regarded as sound. However, English and arithmetic continued to make inordinate demands on the pupils' time.

---

[1] For details of the reductions see *The New Zealand Gazette*, 2 March, 1922.

Of the educational developments during Parr's ministry two which were of particular interest, not only to the Auckland Board but also to New Zealand generally, were consolidation and the establishment of the first junior high school. When T. U. Wells returned from America at the end of 1921 he gave the Department and the Board valuable information on both of those subjects.[2] The consolidated school, he said, was formed by the amalgamation of two or more separate rural districts in order to erect a well-equipped central school. He saw a number at work in Iowa, Colorado and California and he regarded the consolidated rural school as the most remarkable educational development that he saw in the course of his travels. The special advantages claimed for the consolidated school were many — enough pupils and taxable property to make it practicable to build and to equip a good school, better salaries and improved conditions which procured well trained and experienced teachers, a much improved attendance, a modern four-year high school course without leaving home, better sanitary conditions, better libraries, better vocational instruction, better play, athletics and playgrounds, better community activities, fewer changes in teachers, a longer period spent by pupils at school, greater enthusiasm and school spirit, better supervision and leadership, larger vision and perspective, wider opportunities for making acquaintances and forming friendships, better opportunities for team-work, greater training in co-operation, and better returns for the money spent. Wells thought that the claims were fully justified. "Could our own settlers see a consolidated school in operation," he said, "there would be an insistent demand for the institution of similar schools in New Zealand." The two important factors necessary for making a success of a consolidated school were good roads and reliable persons to act as drivers. The Board received enquiries from a number of outlying districts and, on the recommendation of Wells, it sought the advice of Professor Macy Campbell, head of the Department of Rural Education at Iowa State Teachers' College, and C. G. Sargent, professor of Rural Education at the State Agricultural College at Fort Collins, Colorado. Sargent sent the Board his bulletin entitled *Consolidated Schools of the Mountains, Valleys and Plains,* coloured pictures of good rural schools, and a folder on consolidated schools in the San Luis Valley, and Campbell sent a bulletin on the consolidation of schools in Iowa and an article on the subject of school taxes with special reference to taxation in consolidated districts. Auckland's first experiment was conducted at Pio Pio, a Grade IVA school, in the King Country where most of the settlers were butter-factory suppliers and small graziers. Four outlying small schools — Te Mapara, Arapoe, Paemako and Wairere Falls — were closed and about 90 pupils conveyed to the Pio Pio district school. The residents of all the closed schools were unanimously in favour of consolidation before the Board took action. It realized that unless unanimity existed upon the matter it would have been unwise to consolidate. The Te Mapara building was removed to Pio Pio to provide additional accommodation; Arapoe was removed to an adjoining district, and Parr granted the request of the settlers that the Paemako school should be retained as a hall for meetings and social gatherings. In February, 1924, Robert S. Webster was appointed headmaster; and in April, Pio Pio opened as a consolidated school. At the Conference of Education Boards held in September, 1923, Strong had said that he was convinced — on what evidence he did not say — that the consolidation of country schools would be more expensive than the establishment or continuation of the smaller schools. The experiment of a consolidated school brought about a new departure in relation to the conveyance of children. The Department recognized that where schools were disestablished so that the pupils could attend a central school, the onus of providing conveyance rested upon it. Male teachers (at a rate of 25/- a week) and the school mechanic acted as drivers of motor buses.

---

[1] Garrard intended to retire on 31 March. Plummer died at Herne Bay on 12 May, 1953, aged 83 years.

[2] A report on the Junior High School movement in the United States of America was also presented to the Minister of Education by F. Milner in October, 1921. See *Appendix to the Journals of the House of Representatives, 1921-22*, E.-11.

In September, 1917, the Board approved the site for a school in Kowhai Street to relieve the congestion at Mount Eden, Edendale, Maungawhau and Mount Albert. Negotiations were protracted and it was not until March, 1921, that a site was finally acquired. During that time there were differences of opinion as to the kind of school which should be built, whether it should be an ordinary primary school, a normal school or a school associated with a normal school. So acute was the accommodation problem that on 7 August, 1920, the Board pleaded with the Department to build any sort of school because children in that area were being compelled to go to Newmarket, Epsom, Ponsonby and Mt Roskill. On the same day, Parr informed it by telegram that Cabinet had approved a grant of £31,500 for the erection of a primary school. The tender of George Sutherland, Federal Street, was accepted in April, 1921, and it was anticipated that the infant department would be completed and ready for occupation in February, 1922. In the middle of April, 1922, the Department informed the Board that it proposed to establish three junior high schools to provide for pupils who were then in the 5th and 6th Standards of a primary school and the lowest form of a secondary school. The schools were to be "by way of experiment"; one was to be established in a large centre, one in a town of intermediate size, and one in a country district. The suggestion was made that one of Auckland's new schools — Kowhai or Curran Street — might be suitable. In the meantime the Board had approved Dunlop's boundaries for the new Kowhai school district; they were advertised on 20 and 21 April, 1922 and a Householders' Meeting, called for Monday, the 24th, at the Church of Christ Hall in Walters Road, Kingsland, elected L. E. Rhodes, chairman, L. F. Simmons, secretary, and J. Watson, treasurer of a School Committee. On the 27th the Board conferred with Parr upon the subject and resolved to co-operate fully with him in establishing a junior high school at Kowhai; it congratulated him upon launching so important an experiment in education. The Department compiled some rules for the school and on 12 May, Parr discussed them with the Board. The Standard V and VI children from Mt Albert, Mt Eden, Edendale and Maungawhau who were to be transferred were to be required under the extended provisions of the Act to remain at school until they were 15 years of age or until their 3 years' course was completed, whichever was the earlier. If a parent objected to the transfer he could send his child to another neighbouring school. If there was accommodation available any "approved" pupil of Standard V or VI could be admitted. Pupils from Standard V were to be placed in the Seventh Grade and those from Standard VI in the Eighth Grade. No class at the Kowhai school was to exceed 40 in number and except in certain subjects, the boys and girls were to be placed in separate classes. In determining pupils' courses the principal was to confer with the parents, the pupil and the previous teacher, but provision was to be made for changes of course if necessary. All pupils who entered the school were to complete their 3 years' course and thereafter be entitled, on the authority of the inspector in consultation with the principal, to receive a senior free place for 3 years in a secondary or technical high school. L. E. Rhodes and Gerald A. Jackson organized some opposition to the Department's proposal to take over a school which had been built for infants; Jackson spoke of the "tyranny of illegally seizing the school for experimental purposes". Parr advised Purdie "to have a quiet talk" with the Kowhai Committee and explain that the school was built for the relief of three surrounding schools and that that object was being accomplished by taking Standards V and VI of those schools. On

5 June, 1922, Rhodes forwarded to the Board a petition signed by 986 householders of the Kowhai area asking that the building be retained for an infant school. On the same day Caughley addressed a meeting of householders in the Empire Theatre, Dominion Road, chaired by R. H. A. Potter of the Mt Eden Committee. A large majority considered that the proposed alterations were "a distinct advance in our primary educational methods, and that the children attending the schools affected, who will be transferred, will be distinctly privileged and benefited". Caughley assured the Board that staffing of the affected primary schools would be safeguarded, that the School Fund allowance of those schools would not suffer by the withdrawal of the upper Standard pupils, and that favourable consideration would be given to an application for a grant for more primary-school accommodation within the affected area. The Board accordingly resolved to adhere to the proposal to establish a junior high school at Kowhai and to apply for a school building to be erected on a site which had been acquired recently at Brixton Road (St Alban's). During this time the Board was urging the Public Works Department to place a bridge across the railway line near Kowhai to make access to the school easier and safer and ultimately to promote a tramway service on the Edendale Road to and from what R. Scanlen, secretary of the Edendale School Committee, called "this remote district". Since the school was not a district primary school a new committee similar to high school boards had to be set up. The first Regulations relating to junior high schools were gazetted on 7 September and the functionless committee of the Kowhai District resigned on 18 September. The members of the Mt Eden, Edendale, Mt Albert and Kowhai School Committees had the right to elect three members to the Committee of the Kowhai Junior High School; the Education Board had the right to appoint three other members; and the parents of children who would be attending the school had a similar right. At a meeting of the interested School Committees on 18 September, 1922, J. J. Crawford (Edendale), S. Chappell (Mt Eden) and J. P. Blair (Mt Albert) were elected; on the 20th the Board elected Mrs N. Ferner, Brownlee and Burns; and on Friday, 20 October, the parents chose as their representatives J. LeRoy, L. E. Rhodes, and Mrs Ethel W. Wilson. A meeting of the Committee was held at the school on Wednesday, 8 November and Chappell was elected Chairman.

The Board advertised for 7 male assistants and 7 female assistants, and in August, it submitted to the Department Garrard's recommendations with which it agreed. The first assistant mastership went to Herbert D. Prichard, B.A., first assistant at Island Bay, Wellington; Arthur A. Kenny, first assistant at Mt Eden, and Henry Binsted, first assistant at Mt Albert, were recommended as second assistant masters; the four who were nominated as third assistant masters were Jacob Fawcett, Grafton, Wilfred L. Hughes, Maungawhau, Archibald H. Woods, Devonport, and John F. Potter, Te Papapa. The position of first assistant mistress was offered to Fanny J. Taylor, first assistant in the secondary department of Te Awamutu District High School; Constance M. Sage, M.A., Stratford Technical High School, and Edith J. Salmon, M.A., Auckland Diocesan High School, were recommended as second assistant mistresses; the four appointments as third assistant mistresses were won by Edna D. French, B.A., Waihi District High School, Mrs Mary C. Chisholm, Mt Albert, Mrs Bessie H. Green, Ponsonby, and Jane M. Meston of Bell Block school, Taranaki. Of the 32 applications for the position of principal the Board supported that made by Dunlop, then aged 46 years; but it had to surrender to the opinion of Garrard, Drummond, La Trobe and Strong, and Robert Edgar Rudman, M.A., B.Sc., headmaster of Thames High School, was appointed. His teaching experience had been gained as head teacher at Porangahau primary school, assistant at Napier Boys' High School, head science and commercial master at Wellington College, and for 12 years headmaster at Thames High School; he had also lectured in physics at Victoria University College and in 1917 he had acted temporarily as an inspector of secondary schools. As head of a high school he had had experience of co-education and he had introduced into his school such subjects as shorthand, typewriting, cookery, needlework and home science — he had published a manual on home science. At the time of his appointment Rudman was 50 years of age.

Kowhai Junior High School opened on 2 October, 1922, with about 640 Standard IV and V children drafted from Mt Eden, Mt Albert and Edendale. They were graded into 7 Standard V and 8 Standard IV classes with from 40 to 45 pupils in each. According to Rudman the outstanding advantages of this organization were that the grading of classes collected children of fairly equal ability and attainment, that the classes were comparatively small, and that each class was in charge of a fully qualified teacher since there were no pupil teachers. At the end of 1922 Standard examinations were held but the pupils who failed to qualify — mostly over-age pupils — were allowed to continue in the next Standard and as a result only a few of the "failures", although over 14 years of age, left the school. The basic course of study during 1923 was that prescribed for Standards V and VI. Boys and girls were taught together and only for special lessons were they taught separately. For the short time that the school was open in 1922 all pupils of Standard V received elementary instruction in algebra, science, and more advanced English in addition to their ordinary primary school course; the higher grade classes were also taught French and the lower grade children book-keeping. In 1923 those who intended to proceed to secondary schools continued with French, mathematics and science; those who intended to go to a technical school or to leave at the end of the Kowhai course received more intensive training at their option in mathematics, trade drawing, design, woodwork, metalwork, cookery, needlework, commercial subjects and general science; advanced English was made a special feature of all classes; the over-age and more backward pupils had much of their time given to woodwork, metalwork, general science (boys), needlework, home science (girls), and drawing. While a portable building was being prepared, the manual subjects were taught at the Newton Manual Training school. It was expected that the special grading would enable the secondary pupils to reach a high secondary standard but Rudman thought the school course had more to offer the pupils who would otherwise get no opportunity of doing higher work. The "trying-out process" proceeded during the whole period of the pupils' junior high school career, although in most cases Rudman found that a fair degree of certainty concerning the type of work for which they were best fitted could be reached at the end of the second year and indeed a fair approximation, he thought, could be arrived at after one year at the school. "The great success of this scheme," said Rudman, "will be judged by the results of the lower two-thirds of the pupils not the upper one-third who would in any case be successful at a Grammar School."[1] The Board was satisfied with the initial stages of the experiment. It saw pupils eager to remain at school although by age they were entitled to leave; a number of pupils from other schools applied for admission and had to be refused owing to the lack of accommodation; 640 were attending although the roll number at first was expected to be 532; and within a short time the school had demonstrated that pupils could profitably study what were looked upon as secondary subjects at an earlier age than had been customary in New Zealand.

Parr's interest in the education of young adolescents and the transition from primary to secondary education had been awakened by Mulgan after his return from Britain in 1915. The "junior high school" was the name given to a new type of organization which was evolved in the United States during the second decade of the century after many years of discussion on the retention of children at school, the varying needs of children, the exploration of interests, educational and vocational guidance, and the "socialization" of children aged 12 to 14 years. Educational experimentation was an essential feature of these schools and in them enthusiasts introduced assignments, projects, extra-curricular activities, the fusion of courses, and the correlation of a number of subjects in the large-unit. The first American junior high schools were established at Columbus, Ohio, in 1909 and at Berkeley, California, in 1910. Mulgan did not visit America, but he was aware of the two fundamental aims of the junior high school, — first, to give a secondary education complete in itself, and second, to lay foundations of senior high school work. When T. U. Wells was in America late in 1921 he had been assured that the junior high schools justified their existence because they bridged the gap between the elementary and high school, they provided better educational opportunities for a large number of children and they increased the number of pupils who continued through the full high school course; it was considered best for children of 12 to 15 years of age to be taught together, the system of promoting half-yearly and by subjects permitted the brighter children to make more rapid progress, and the schools gave individual children the opportunity of "trying out" and discovering their own aptitudes, interests and capacities. Some which he visited consisted of a "grade" added to the ordinary elementary school. In other cases Wells saw that the classes corresponding to New Zealand's Standards V and VI had been transferred to a high school and those classes, together with the lowest class of the high school, formed the junior high school. Most frequently the school was organized as a separate institution and this type was usually recommended to Wells. He made enquiries into the source of supply of teachers and he found that the best results were obtained by selecting teachers from the elementary schools and, where it was necessary, giving them courses of special training to fit them for the more advanced work. For teachers of the manual subjects it had been found advisable to take tradesmen and give them courses in methods of teaching. "From what I saw of these schools," said Wells, "the claims made on their behalf were fully justified, and I have confidence in recommending the institution of similar schools in our Dominion. I would, however, strongly advise that if it is decided to start them, we proceed slowly, setting up such a school in only one or two of our largest centres for a beginning, and, that before this is done, the course of studies, and the correlation of that course with the work of the elementary school below and with the high school or the technical college above should be carefully considered and arranged." In England Mulgan saw authorities experiment with higher elementary schools, central schools and junior technical schools. But like the later Hadow Committee which reported on the education of the adolescent, Parr and Mulgan found in Scotland the most instructive example of a systematic attempt to develop post-primary education. It was the Scottish manner of promoting sound learning that appealed to Parr and he acknowledged this at the opening of Kowhai. But he realized — as the Hadow Committee did later — that "a community must solve its educational problems in accordance with its own traditions and circumstances". "Let us experiment and make trials in our own beloved land," he said, "so that we may evolve a system peculiarly fitted and adapted to the needs of New Zealand."

---

[1] R. E. Rudman to E. C. Purdie, 13 February, 1923.

When Caughley, in July, 1922, had asked the Board to consider in what localities it would be most advisable to consider the establishment of junior high schools, Garrard, Dunlop and Purdie had had no hesitation in recommending Hamilton, Whangarei and Matamata. New Zealand's first rural junior high school was established at Matamata in 1925.[1] According to Garrard, it started under disadvantageous conditions; educationally, the pupils from the small schools were not fitted to enter a junior high school course, the courses of history, geography and science at the contributing schools were very varied, arrangements had to be made to convey the children by buses, and for some the train time-table was not suitable. Banks, who became chairman of the Matamata Junior High School Committee, was of the opinion that all district high schools should be turned into junior high schools and the Fifth and Sixth Standards closed in all schools within a radius of 8 miles. But Matamata was in fact a consolidated junior high school with a secondary top and differing from district high schools in that children entered it in Form 1 instead of Form 3. It offered two distinct courses — a general course leading to matriculation and a modern course for non-examination pupils; and as the roll and staff increased the modern course was given a wider scope and included domestic science and engineering.

[1] A junior high school was established at Northcote at the same time.

CHAPTER 33

BUSINESS OF THE DAY

In 1921 there were 704 schools — including 98 half-time and 3 itinerant schools — in the Auckland District with 31,521 boys and 28,796 girls on their rolls; out of a total of 60,317 pupils, the average attendance was 53,983 (89.4 per cent.). At the end of March, 1927, when the Board reached its seventieth birthday,[1] there were 751 schools — including 72 half-time, 23 district high and 3 junior high schools — under the Board's control. The roll numbers were 34,571 boys and 31,581 girls, a total of 66,152 pupils and the average attendance was 59,621 (90.17 per cent.). At the end of the decade, in December, 1930, the Auckland District contained 761 schools, including 38 half-time schools, 25 district high schools and 3 junior high schools. The roll number had increased to 68,549, comprising 35,971 boys and 32,578 girls; the average attendance was 63,092 (92 per cent.). The Board members for the Auckland Urban Area in 1921 were Mrs N. E. Ferner, William James Campbell of Ponsonby, H. S. W. King, G. W. Murray, Dr J. S. Reekie and Mrs Baume.[2] Campbell had served in the Police Force at New Plymouth and in the Department of Justice. In 1906 he had come to Auckland and in 1921 had been appointed Probation Officer at Auckland and was the first Maintenance Officer in the Dominion appointed under Section 9 of "The Maintenance Orders (Facilities for Enforcement) Act, 1921". He was a member of the Ponsonby School Committee. Mrs Baume resigned when she re-married and, as Mrs Edward W. Kane, left for Wellington. Reekie, too, resigned; he died in 1924. Two new urban members in 1922 were G. Brownlee and J. P. McPhail; McPhail was succeeded in 1930 by G. E. Spooner. In 1923 Murray died and his place was taken by T. U. Wells and for the following six years the urban representation remained unchanged. When Mrs Ferner died in 1930 her place was taken by R. A. Rew. In 1921 the two members whose territory extended from the Whau river at Avondale to the North Cape were still McKenzie and Smith; Smith died in 1923 and was succeeded first by Vernon H. Reed and then in 1924 by R. Hoe of Rewiti. Reed was appointed to the Legislative Council in 1924. McKenzie died in January, 1929. He had been elected first in February, 1900; he was defeated in the elections of August, 1903, but returned a year later; he was again defeated in 1910 but was elected in August, 1911, and remained on the Board until his death. Few men in New Zealand had for so long, and so enthusiastically and unselfishly, devoted themselves to the cause of education. His place as a North Ward member was filled first by Mrs Viva Donaldson of Whangarei (1929) and then by the retired Purdie (1930). Boddie and Bond were still representing the West Ward in 1921. When Bond died in 1922 he left £250 to the Board for the advancement of technical education in Hamilton. On 19 March, 1922, J. G. Rutherford, a former Board member died at Remuera; another old member, Thomas Peacock, died at Ponsonby on 18 February at the age of 85 years; Frank Dye of Kaukapakapa also died in that year. On 21 November, 1923, another old member, John Stallworthy, died. Former Board member, Sir Theophilus Cooper, died at Eltham on 18 May, 1925, aged 74 years. Other former Board members who died during this decade were David Goldie (1926), A. R. Harris (1927), Professor Aldis, aged 89 years, F. W. H. Brinsden and J. H. Upton (1928). J. Patterson was elected to the Board in 1922; in 1928 his place was taken by J. Primrose but he returned to the Board on the retirement of Boddie in 1930, after 14 years' service.[1] A. E. Manning, representing the Hamilton Urban Area,[2] resigned in December, 1923, and was succeeded in January, 1924, by Sydney B. Sims. From 1923 to the end of the decade Hamilton was represented by Sims, and Frederick Augustus Snell. During the 'twenties the East Ward representation remained unaltered; its members were still Banks and Burns. Banks remained chairman of the Board till August, 1924, when Burns was elected to succeed him.

---

[1] The Board had now established its offices in Wellesley Street but the matter of the title was not settled till the end of 1929 when the land was vested in fee simple in the Education Board of the District of Auckland as and for an office site.

[2] In the middle 'twenties the Auckland Urban Area comprised the school districts of Auckland City, Avondale, Avondale South, Belmont, Birkdale, Cornwall Park, Devonport, Edendale, Epsom, Gladstone, Grafton, Grey Lynn, Maungawhau, Meadowbank, Mt Albert, Mt Eden, Newmarket, Newton, Northcote, Onehunga, Parnell, Point Chevalier, Ponsonby, Remuera, Royal Oak, Stanley Bay, Takapuna, Te Papapa and Vauxhall.

The inequality of representation was resented, not only by the Auckland Board but also by other Boards, in particular Wellington and Canterbury. The method of apportioning the seats on Boards had been inequitable for many years; the matter had been considered by the Council of Education in 1916 and recommendations for amending the Act were included in the Council's report for that year. In 1921 a population of 128,008 in the Auckland City area was represented by six members, an average of 21.3 thousands per member; the six rural members represented 199,226 of population, an average of 33.2 thousands per member. Two proposed members for Hamilton's population of 11,439 would have given one member to each of 5.7 thousands. The Auckland Board then would have preferred 1 Hamilton, 4 City, and 8 rural members, and even this proposed allotment would have given population figures in thousands per member of 11.4, 32 and 24.9. In 1923 Parr considered the question of amending the Act and he asked the Board to comment upon certain proposals which had been made. It had been suggested, for example, that the representatives of urban areas (then 2 members for each 60,000 or part of 60,000) should be limited to 4 for the four large centres, to 2 for Invercargill and to 1 for the others. Another suggestion was the abolition of the urban areas of Hamilton, Petone-Hutt and Timaru and their inclusion in rural areas.

---

[1] Boddie died at Te Kuiti on 24 December, 1931. At the time of his death he was chairman of directors of the Farmers' Trading Co. Ltd. and a director of the New Zealand Farmers' Fertilizer Co. Ltd.

[2] Hamilton Urban Area comprised the school districts of Hamilton East, Hamilton West, Frankton and Whitiora.

It was also proposed to amend the definition of an urban area so that boroughs separated by a distance of three miles could be included in the same area. In 1923, 6 Auckland rural members represented a population of 192,000 (32 thousands each), 6 City members represented 135,000 (23) and 2 Hamilton members represented 12,000 (6); the 1923 proposal would have allotted 8 members to the rural and Hamilton areas combined, each member representing 25 thousands, and 4 to the City area, each representing 34 thousands; it would also have reduced the Board from 14 members to 12. The Auckland Board made three recommendations — first, that the Auckland Urban Area should be extinguished and that in place of it there should be created a Metropolitan Area extending for a radius of 20 miles from the Auckland Post Office with a representation of six members; second, that the Hamilton Urban Area be extinguished; and third, that four Rural Wards should be created each having a membership of two. In the Board's judgment it was wise to merge the Urban Area into a Metropolitan Area of considerable extent so that the distinction between representation of Rural and City Areas would not be so marked; it was intended that the Metropolitan Area would include representation of Auckland City and Suburban Boroughs together with a few districts then within the rural wards. The school population in average attendance of the Auckland District had increased from 42,600 in 1916 to 60,000 in 1923 and the Board felt that those figures, as well as the extent of the District, warranted a Board membership of at least 14. At the end of July, 1923, the secretaries of the various Boards were notified that it would not be possible during the current session of parliament to amend provisions in the Act dealing with the election of Education Boards. The question was raised again in August, 1928, when the School Committee of Mt Roskill, a populous suburban residential area under the governance of a Road Board, but not a Borough, made representations to the Board that it should be placed within the Auckland Urban Area, instead of the West Ward of the Rural Area, for the purpose of Board elections. Mt Roskill was, indeed, closer to the City than some of the districts included in the urban area. But an "urban area" was defined as a borough or group of adjoining boroughs the total population of which according "to the last preceding census"[1] was over 8000, provided that any borough which adjoined any part of an urban area would itself be deemed to be part of such urban area; a second proviso stated that the Governor-General in Council could declare that any two boroughs could be deemed to be adjoining boroughs if the distance between their nearest points in a direct line did not exceed two miles. Under this definition the Board was unable to accede to Mt Roskill's request. In the Board's judgment it would have been better had the "urban area" been defined as all the area within a ten-mile radius of the chief post office of the city; it considered that all School Committees within that area had a community of interest. The Department could only advise the Board that the matter would come up for consideration in connection with the amendment and consolidation of educational legislation.

---

[1] See Order in Council of 9 August, 1926.

The Board was represented on kindred bodies. Murray, for example, was at one time chairman of the Board of Managers of the Elam School of Art in Rutland Street; in the early 'twenties the Elam School was reorganized to offer "a systematic, methodical, and efficient training in Art". The training included those branches of art which were suitable for trades or professions, and it was intended to meet the requirements of anyone who wished to take an art course as part of his general education. The curriculum also included history, English, geometry and composition with particular reference to their bearing upon art. Primary school pupils who gained Certificates of Proficiency or who passed the Junior Free Place Examination were eligible for free places at Elam. In May, 1924, the Board was informed that A. J. C. Fisher, A.R.C.A., had accepted the appointment as Director of Elam in succession to E. W. Payton and that he expected to leave London in July. Other bodies on which the Board was represented were the University College Council, the Grammar School Board of Governors, the Pukekohe Technical High School Board of Managers, the Boards of Governors of Rotorua, Thames, Whangarei and Hamilton High Schools and Hamilton Technical High School, the Workers' Educational Association, and the Seddon Memorial Technical College Board of Managers. H. S. W. King took a prominent part in the development of technical education as chairman of Seddon Technical College Board of Managers and as president of the Technical Education Association of New Zealand, and under Section 27 (2) of "The Child Welfare Act, 1925", Mrs Ferner was appointed an Associate Member of the Children's Court in 1926. She, also, gave noble social service as president of the Play Association and then of the Community Sunshine Association into which it developed; in February, 1930 the Sunshine school at Nelson Street for children with physical infirmities, was recognized as a special class under Section 56 (2) of the Act and Miss M. Mitchell was appointed as its first teacher. As a rule Board members conscientiously attended to the duties which they had undertaken voluntarily to perform. In a large district they endeavoured, at great personal inconvenience, to produce an effective liaison between Board and Committee. James Boddie, for example, accompanied Parr in February, 1924, when the Minister visited a number of schools in the Te Kuiti district. In April, 1926, Burns, Hoe and McKenzie visited Rawene, Oruru, Motukaraka, Paihia, Te Karae and other schools in that neighbourhood. Burns and Hoe went north again in March, 1928, and visited Portland, Okaihau, Victoria Valley, Waipoua and Te Hua Hua. And in May, 1930, the Board authorized Burns, Hoe and Mrs Donaldson to visit Kaikohe, Rawene, Broadway, Herekino, Awanui, Kaitaia, Mangonui, Whangaroa, Kaeo, Waimate, Okaihau, Ohaeawai, Kawakawa, Opua, Russell and Kohukohu according to a strict itinerary. Officers of the Board changed with the passing of the years. At the beginning of 1923 the clerical staff consisted of Purdie (salary £800), Dunlop (£650), Ray, Carnahan, E. D. Elliott, Albert Nixon, R. L. Baxter, Alec B. Cox, Rex M. George, Gilbert Scott, Jean M. Dunsmuir, Isabel Johnston, Margaret Taylor, Barbara A. Tanner, Rimu B. Whyte, George H. Shorland, Harold C. Adams, Edith Burns, Wilfred A. Turley, Robert C.

Barker, Frank D. Fryett and Harvey D. Linton; Harold S. Small was the attendance officer; the architect's department comprised Farrell (£1150), W. S. Putwain, David J. Evans, Ray Farrell, Alan Miller and Doris Gill; and the officers of the manual and technical branch were Kalaugher (£750), Albert Dobson, H. A. M. Jordan, A. Twiname and Harry Jameson. From 1 November, 1924, Dunlop added to his duties of advisory inspector those of supervisor of manual and technical instruction and his salary was raised to £750 a year. This move was made when Kalaugher resigned as supervisor. From the beginning of 1911 until the end of March, 1915, he had been in charge of agricultural education in the Board's district, and from 1 April of that year to his retirement on 31 October, 1924, he had been also supervisor of manual and technical education. Among the most successful activities in connection with his agricultural work were the special courses of instruction at Ruakura Government Farm for secondary boys of district high schools (in 1923 more than 200 boys attended). Farm schools for teachers at Ruakura during the summer holidays, special courses in dairy science for teachers, "special method" classes for agriculture teachers, correspondence courses in agriculture and dairy science for farmers, the special course of instruction in orchard work for orchardists in Auckland City and suburbs, farmers' classes at Gordonton, Morrinsville, Clevedon and Matamata, and farmers' experimental plots at Morrinsville, Dargaville and Matamata were also conducted by Kalaugher. He organized at Ruakura the first Farmers' Farm Schools held in New Zealand and when they proved successful the Department of Agriculture adopted the scheme. He was pleased, too, with the growing adoption by schools of the home gardens scheme. He was largely instrumental in beginning the movement for the establishment of a technical school at Hamilton. The Board established evening technical classes there in September, 1915, and these were later recognized by the Department. A technical day school was established there in 1920 and so successful were the classes that in 1924 there were 220 full-time day pupils and over 1200 part-time pupils attending the evening classes. When Kalaugher became supervisor in 1915 there were 11 manual training schools in the Auckland District; during his term others opened at Te Aroha, Te Kopuru, Dargaville, Te Kuiti, Te Awamutu, Taumarunui, Ngaruawahia, Rotorua, Northcote, Coromandel, Tauranga, Matamata, Avondale, Vermont Street, Onehunga, and Kowhai, and grants were made for schools at Paeroa and Morrinsville. Under his direct control Kalaugher had 56 full-time manual and technical instructors — actually, at that time, the largest teaching staff in the Dominion directly controlled by one person. When he took charge in 1915 the manual and technical branch had shown a debit balance of about £4000 and Kalaugher was told by the Chairman that if he managed the Branch with a loss not exceeding £500 yearly the Board would be satisfied. But from the beginning of 1915 to the end of 1923 receipts exceeded expenditure by £8400. A sum of £900 was given to the Seddon Memorial Technical College when it was placed under a Board of Managers and £229 was given to the Pukekohe Technical High School Board of Managers. Kalaugher left the service knowing that the receipts for 1924 would exceed the expenditure — and with a bonus from the Board of £250 in recognition of his valuable services.

In February, 1925, Dunlop attended a Wellington conference of agriculture instructors, inspectors and officers of the State Forestry Service. It agreed that it was desirable that a certain amount of elementary instruction in forestry should be incorporated in the nature study and agriculture schemes of work. The Forestry Department offered to assist by organizing a system for the exchange of plants between schools in different districts, by contributing suitable articles to the *School Journal*, by the distribution of leaflets to the schools, by assisting with instruction of students in Training Colleges, and by providing refresher courses for instructors in agriculture at the State Forest Nurseries. The agriculture instructors discussed the duties of agriculture instructors in secondary departments of district high schools, the improvement of science teaching in primary schools, and agriculture clubs. It was agreed that wherever possible the science teaching in the secondary departments of district high schools should be carried out by the school staff with the agriculture instructor acting chiefly in an advisory capacity, assisting the teacher, and where necessary giving model lessons. This was practically the system adopted in the Auckland Province. To improve science teaching in primary schools the instructors suggested periodical refresher courses for primary teachers, the preparation of a general scheme in agriculture for New Zealand allowing sufficient latitude to suit the varying climatic conditions, and that science should be a subject for the Proficiency Certificate. The Taranaki instructor outlined schemes of agriculture clubs in operation in Taranaki which resembled the home garden scheme carried out in Auckland. The conclusions arrived at by the instructors were discussed by them with the inspectors. In regard to science in secondary departments of district high schools the opinion was divided on whether the majority of secondary assistants had the necessary training to teach science successfully, but those who had experience of the methods followed in the Auckland district expressed themselves as satisfied with the result. Caughley was of the opinion that teachers who had had four years in a secondary school, two years as pupil teachers and two years in a Training College should be able to fit themselves to teach science up to the standard required in district high schools. He pointed out the tendency there was to attach too much importance to one section for which special instructors were available, and stressed the necessity for observing due balance between the subjects of the syllabus. In the primary schools, instructors were asked to organize the science work so as to provide a better balance between the indoor and outdoor activities. The principal aim of the course was to train the children to investigate, observe and draw correct conclusions. Since the chief weakness in the schools was the lack of definite aim, the scheme of work each year should indicate definite lines of investigation. Instructors were to keep in touch with the nature study in junior classes and give advice and assistance where necessary. They were also to give more attention to schools in remote districts where the science was often less efficiently taught. Attention was to be paid to the beautifying of school grounds. This matter was specially referred to by Caughley, who stated that the Department desired that more attention should be paid to this phase of the work. He considered that comprehensive schemes should be drawn up for all schools and that agriculture instructors, teachers and Committees should co-operate in improving the environment of the schools. At the beginning of 1926 Dunlop's six instructors were F. R. Callaghan (Auckland City and suburbs, Waiuku and Mercer to the south of Auckland, Warkworth and Wellsford to the north of Auckland), J. H. Dennehy (North Auckland from Maungaturoto, including Northern Wairoa), H. W. Hesse (Main Trunk from Te Kauwhata to Taumarunui), W. Hudson (Central Waikato and Rotorua line), L. McCaskill (Thames Valley and Waihi line, and Coromandel peninsula) and K. E. McKinnon (Bay of Plenty, including Tauranga, Opotiki and Whakatane). The Education Department provided the salaries and travelling expenses, while a capitation of 1d per pupil-hour was paid to the Board to cover the cost of equipment, apparatus, material, and administration. The instructors visited the primary schools two or three times a year, examined the work done, gave demonstration lessons, and advised teachers on courses of work. They also assisted in schemes for improving and beautifying the school grounds, and they supervised the home garden competitions. The secondary departments of district high schools (where science formed an important part of the work) were visited, where possible, once a fortnight. In more remote districts they were not visited so often because of the expense, but a longer time was spent in each school. In the case of sole charge schools in very remote districts teachers were asked to write to the district instructor for advice and guidance whenever necessary. Several of the instructors also addressed meetings of farmers in their districts, but this was done in their own time. About this time the Department was making strenuous efforts to gain control of the agriculture service. In 1925, for example, after a conference of Education Boards had commented upon the lack of co-ordination between the instructors and the inspectorate the Department sent a circular to Boards with the request that senior inspectors should undertake the general supervision and direction of the instructors. And in 1927 the Council of Education recommended that "in order to secure proper co-operation between the inspectorial staff and the instructors the latter should be placed under the control of the Education Department". The Auckland Board secured the co-operation of other Boards to resist this Departmental pressure.

The resignation of the Board's architect, John Farrell, took effect from 31 December, 1924, but in the previous March he had been granted leave of absence for nine months with full salary. The Board noted with special satisfaction that during the sixteen years that Farrell had held office there had been no friction of any sort with its workmen and that on no occasion had the Arbitration Court been invoked to settle a dispute.[1] The Board appointed as his successor the assistant architect,

---

[1] Farrell died at Devonport on 19 October, 1938.

William S. Putwain. He did not remain long in that position and the Board appointed A. B. Miller as acting architect on probation for 12 months from 25 October, 1925, at £700 a year. Before his appointment the Board made it clear that in general administration the architect was subject to the direction of the secretary as the chief executive officer of the Board. The Board's accountant, W. H. N. Carnahan. retired at the end of October, 1926, because of ill-health caused by war service.[1] Because of ill-health, too, R. P. J. Ray went on leave of absence on full pay from 1 May, 1928, and resigned on 31 October.[2] On 25 November, 1927, Purdie reached the age of 65 years. Although he had been in the Education service for a period of 41 years he was entitled to superannuation of only 12 years 8 months; the Board, therefore, decided to keep his services as secretary and treasurer until he attained the age of 66 years. On 31 August, 1928, the Board relieved him of those positions but appointed him advisory inspector until 31 May, 1929, with no difference in salary; moreover, he was granted six months' leave of absence on full pay from 1 December, 1928, until his retirement. In October the Board authorized the appointment of Thomas Finch, whose experience extended over 28 years, as advisory inspector from 1 December.[3] Dunlop was promoted to the office of secretary and treasurer on 1 September, 1928 at a salary of £800 a year. As he entered what he called "a period of strenuous leisure" at Huapai, Purdie expressed his satisfaction that his office was filled "with a most worthy successor who will ably carry on the important work in which we are all engaged".[4]

Year after year most districts re-elected the same School Committee members to represent the householders.[5] In spite of or because of that, the Board agreed with a suggestion made by the Otahuhu Committee in November, 1927, that the term of office of School Committees should be extended from one to two years and so ensure greater continuity of office and avoid considerable expense. T. B. Strong assured the Board that the suggestion would be considered when the Education Act was amended. Committees, separately and in association, discussed with some vehemence matters both administrative and educational, such as the inclusion of non-compulsory commercial subjects in the curriculum of district high schools, the need for drying rooms in schools, the thorough investigation of the qualifications of teachers from overseas, the abolition of print script in favour of writing because of "the poor writing prevailing among the younger generation", the standardization of text books, the free provision of books and stationery, the compulsory teaching of swimming, the provision by the Government of suitable musical instruments such as the gramophone and piano for every primary school, co-operation with local authorities in the acquisition of playing areas, the teaching of first aid to Standards IV, V and VI, support of the Boy Scout Movement, the free admission to the Zoo of primary school children accompanied by teachers, and the medical examination of children by doctors of the same sex. They believed, too, that the Government should allow a pound for pound subsidy on all voluntary contributions for the construction of swimming baths, that the Board should not appoint temporary headmasters without first consulting School Committees, that the system of staffing schools and making grants to Committees according to the average attendance was inequitable and should be based on average roll numbers, that telephones should be installed in schools at a special low rate, and that the Education Department should make provision for the insurance of all educational apparatus in schools. For many years prior to 1918 the School Fund allowance accounts of the Auckland School Committees were audited by E. B. Alexander for £50 a year; in 1918-19 he was paid at the rate of £60 a year. In 1919-20 the accounts were audited by Gilbert Scott for £90, but this included a special report, the value of which was assessed at £15; Scott again audited the accounts in 1920-21 for £75. The School Fund accounts in 1919-20 numbered 421. Some of the small Committees submitted abstracts without having kept a small cash book; some too, were dilatory in paying their accounts so that at the end of the balance period they showed a large credit balance when in reality they were in debt. The credit balances of all School Committees at 28 February, 1920, was £10,141, an average of about £25 each; but this sum was not so large as it appeared since most of the Committees had received their March, 1920, quarterly allowance and had not expended any. In 1921-22, Scott, in association with R. C. Nixon, audited the accounts at a cost of £100; the time taken to audit the accounts was about two months. The Board found the system of outside audit to be inconvenient as the auditor had to make frequent reference to treasury officials and after the 1921-22 audit the School Committees' accounts were audited wholly by the Board's treasury staff. In the middle 'twenties the amount of the Incidental Allowance Fund was about £31,000 a year and to this, for audit purposes, were added contributions and subisidies (£8100 in 1924-25). Frequently the Board enlightened the Committees on the legal interpretation of Acts and regulations. In 1928, for instance, the Pakotai Committee was informed that legally the Board had no power to sanction Sunday play on tennis courts in the school grounds. In the same year Taheke was advised of the utterly ridiculous ruling by the Court that children were under the teachers' control from the time they left home until they returned thereto; if, however, the instruction of the teachers and the parents conflicted in regard to the behaviour of the children after they left school, the parents' authority prevailed.

---

[1] Carnahan died on 12 November, 1936.
[2] Ray died in Bristol, England, on 9 April, 1929.
[3] Finch died on 8 April, 1935.
[4] E. C. Purdie to A. Burns, 29 November, 1928.
[5] In May, 1923, the Department forwarded to the Board a ruling of the Crown Law Office regarding the meaning of the term "householder" to the effect that "an occupier of part of a house as a tenant for a period of three months or more was a 'householder' and that a lodger or boarder was not".

For the whole of the 'twenties the Board found the government grant for maintenance as inadequate as usual. In 1925-26, for instance, the Board had to care for 622 school buildings and 235 school residences, and the grant for the maintenance of all those was between £26,000 and £27,000. The sum of £50 as a maximum for unauthorized expenditure was also too small, yet Bell, attempting to prove its adequacy, called the granting of it "practically illegal".[1] Purdie asked Parr for an increase, but the auditor-general advised him that it could not be granted unless the law were altered. Parr agreed that £50 was too small and "The Finance Act, 1925" amended "The Education Amendment Act, 1921-22" by increasing the amount to £100. The maximum authorized therefore was one per cent. of the revenue of the General Fund or £100, whichever was the smaller amount. This Finance Act also provided for the payment to the Chairmen of sums not exceeding £100 a year, the total not to exceed £500 for all Boards. In September, 1925, the Otago Board pointed out that its General Fund had proved inadequate to meet the calls upon it; for the past four years it had shown an average deficit of £450 a year. At the same time it noted that from March, 1917, to March, 1924 the Department had found it necessary to increase its own office staff salaries and contingencies bill by 130 per cent. In 1922 the administration expenses of every Board in the Dominion exceeded the Government capitation grant while in 1923 only three Boards succeeded in keeping their expenditure within their income and then only by small margins. No increase in the capitation rates for this fund had been made for many years, while, owing to the greater complexity and intricacy of educational law and administration, Boards were obliged to employ larger staffs and higher salaried officers. For some years the Auckland Board's administration grant had not met its expenditure. In 1924, owing to a great increase in population in the Auckland Education District, the income and expenditure had nearly balanced. When the Otago Board made its complaint Auckland was anticipating that its income would at last exceed the expenditure and therefore did not support the southern application for an increased payment for the expenses of administration. For the year which ended on 31 December, 1926, the excess of income over expenditure under the general administration account was £20. For 1927 the income was £11,494 and the expenditure £11,262. The year 1928 ended with an excess of income over expenditure to the extent of £76, but E. D. Elliott, the accountant, looked forward to an increased surplus as a result of the re-organization of the staff and a considerable saving in salaries. And for 1929, in spite of the retired Purdie receiving £333 from 1 January to 31 May, a donation of £50 to the Earthquake Relief Fund, and about £200 expended on alterations to the Board's office, the excess was £419. Auckland's surpluses did not hide the fact that the method adopted in the assessment of the annual grants to Boards for general administrative purposes was unsound. A Board's income was subject to fluctuation in proportion to the amount of sickness which existed amongst the school children, a large section of the community. The Department's administrative funds were definitely assured to it by vote of Parliament annually and the Auckland Board agreed with the opinion of Hawkes Bay that a Board's funds for administration should be assured likewise. In July, 1930, the Department sent a circular to all Education Boards, Secondary School Boards and Technical School Boards drawing their attention to the necessity for economy in the administration of their affairs "while the Dominion was passing through a period of financial difficulty". In the name of the Minister, Bell, as assistant director, asked them to curtail expenditure on non-essential works and activities. "There are many works," he said, "that are desirable but not so urgent that they may not be postponed for a year or so, and administration costs can in many directions be reduced." When Dunlop sent copies of the memorandum to School Committees and local managers in August he also informed them that the grant to the Board for the maintenance and repairs of school buildings and teachers' residences would be reduced by over £400 a month until the end of that financial year. During 1930 the Board saved on office salaries (£315), office furniture and repairs (£343), postage (£61), printing and stationery (£203) and unauthorized expenditure (£62) and finished the year with an excess of income over expenditure of £1707, an increase on the surplus for the previous year of £1287.

---

[1] A. Bell to E. C. Purdie, 25 July, 1924.

The Board was aware of its former chairman's concern for backblock education. "Perhaps the most important point of policy that the Department has emphasized in the last two or three years," said Parr, "is that on no account must children in the backblocks be neglected."[1] With strong representation from country districts the Board did not neglect children in remote areas. During 1924 the sum of £4389 was expended on the conveyance of pupils to schools, and the sum of £896 was expended on the board of children who were required to live away from home in order to attend school. Further, settlers in many rural districts took advantage of correspondence classes. At the beginning of 1925 there were 37 Grade O schools and 88 half-time schools in the Auckland district; in addition, the Board had used a considerable part of its Rebuilding Fund on the erection of country schools and the extension of existing ones. The Board frequently received applications for urgent additional accommodation in rural districts or for immediate accommodation in districts where no school existed. It met the difficulty in Auckland by erecting a number of portable temporary buildings; one building accommodated 50, the others, 100 children. These proved successful and in 1926 the Board proposed to extend this experiment into rural districts. Hitherto it had relied upon marquees or halls; but often halls could not be hired, and only rarely did a marquee serve the purpose of providing additional accommodation at more than one school. At September, 1927, there were portable buildings at Cambridge (2 portable rooms), Whitiora (2), Rotokakahi (1), Runaruna (1), Kairara (1), Te Aroha District High School (1), Whangarei (1), Otorohanga (2), Whakatane (2), and Kowhai Junior High School (4). There were also temporary rooms at Cornwall Park (2), Grey Lynn (1), Epsom (2) Meadowbank (2), Remuera (2), Ellerslie (2), Mt Roskill (2), Richmond West (2), Waimiha (2), Mokai (2), Edgecumbe (1), Arapuni (1) and Waiotira (1). At Piarere alone did the Board erect a movable residence for the teacher according to suggestions made by the Department in 1920. This "residence" was intended to provide sleeping accommodation and sufficient privacy for teachers who could obtain board with a settler. Number 66 of the Amended

---

[1] C. J. Parr to Secretary, Education Board, 3 February, 1925.

Regulations for Teachers' Salaries that were issued on 16 January, 1922, contained what the Board considered to be a hardship for teachers who were occupying a one or two-roomed residence which was not movable.[1] At Katui, for instance, the back portion of a residence was built at a cost of £315 and for occupying this structure which could in no sense be called a home the teacher was compelled to forego £40 a year house allowance. The Board considered this to be inequitable, but Bell, the Department's secretary, said that it would be impossible to grant a concession without creating "an undesirable precedent"; had he shown some human feelings towards the Katui teacher those South Island teachers who were occupying two-roomed residences would have been entitled to house allowance too, and this would have added considerably to the expenditure. In 1920, Farrell, the Board's architect, had submitted sketch plans and estimates for movable residences. One room measured 10′ by 8′ and the larger — because it had a small range and a sink — was 10′ x 9′; the cost of erecting this dwelling would have been approximately £175. In general, the Board found that the only satisfactory course was to provide a standard residence. In a few cases, however, a two-roomed building, with bathroom and washhouse, was provided as the nucleus of a larger four-roomed residence and this proved more satisfactory than the movable type. Some of the temporary structures remained longer than teachers wished. Others were moved from school to school. Strong, as chief inspector of primary schools, had discovered in 1924 that in the Auckland District a number of classes contained more than 60 pupils. He did not possess a plan of each school and even where a ground plan was available there was no other information to enable him to speak definitely. Nevertheless, he was sure that the classes could be reduced by alterations in organization. The Board and its officers were aware of what could be accomplished by the promotion of some pupils, the addition of assistants, the establishment of composite classes and the re-modelling of buildings. But Strong, with extreme lack of originality, suggested that the Board should rent halls at Avondale, Edendale, Fairfield, Frankton, Grey Lynn, Point Chevalier, St Heliers, Takapuna, Vauxhall, Hamilton East, Opotiki, Richmond West and Stanley Bay. He also suggested that at Avondale, Beresford Street, Mount Eden, Nelson Street, Newton East and Parnell, existing classrooms could be extended and subdivided by a cheap form of remodelling. Strong also thought that the use of portable rooms would help overcrowding at Grey Lynn, Otahuhu and Takapuna. With a complete lack of knowledge of Dunlop's extensive and thorough investigations Strong told the Board that the matter of accommodation in neighbouring schools had not been looked into generally and that the transference of pupils could, perhaps, afford some relief. A year later there were still many classes in the metropolitan area with over 60 children being taught by one teacher.

To ease the financial strain upon the Department and at the same time to meet the difficulties of lack of accommodation in its District, the

[1] House allowances payable to teachers under Section 81 of the Act were as follows: for schools of Grade I — £30 a year; Grades II and III — £40; Grade IV — £50; and Grades V, VI and VII — £60. See *New Zealand Gazette*, 19th January, 1922.

Board suggested, in July, 1921, that settlers might be willing to take up bonds under "The Education Purposes Loans Act, 1919" to a sufficient extent to cover the cost of acquiring sites and erecting buildings or to cover the cost of additions to existing schools. In a few cases in the Dominion local residents provided the cost, or part of the cost, of school buildings by way of a loan to the Government by purchasing inscribed stock or bearer bonds in the Education Loan; the rate of interest paid was as high as 6 per cent., and the term 5 or 10 years at the option of the purchaser. But from 1 March, 1923, the rate was fixed at 5½ per cent. and the term of the stock or bonds 5 years; stock could be taken in amounts of £100 and over, and bonds in amounts of £50 and multiples of £50; amounts under £50 could be taken in Post Office Certificates in sums of £10 and multiples of £10. The Board also showed its concern for the settlers in the backblocks when in November, 1921, it was notified by Caughley that the concessions in conveyance and board allowances enjoyed by pupils attending the secondary departments of district high schools in common with the pupils of primary public schools were to be withdrawn from 1 January, 1922. The Government had considered it necessary to come to this decision in order to remove what it called "an anomalous position" whereby those pupils were allowed a privilege denied in general to pupils of secondary and technical high schools who were similarly placed, and who were logically entitled to an equal measure of consideration. The Government, of course, "regretted" that this step had been found to be necessary. It stated that the only alternative would have been a general application of the system of conveyance and board allowances to pupils of all secondary schools, a proposal which, if carried into effect, would have resulted in a very substantial annual increase in expenditure. This notice did not apply to train travellers. By the middle of December, 1921, Bell informed the Board that Parr had reconsidered the decision to withdraw the concessions. In April, 1926, the Auckland Primary School Committees' Association expressed its opinion that a travelling allowance should have been paid to all children who lived 2 miles or more from the school. The Board, too, believed that the whole question of the cost of conveyance should be reviewed and the School Fund allowance increased. The allowance had not been increased, except in one case, from 6d to 8d since the first Regulations governing conveyance had been framed. In the past ten years the cost of living and labour and of all commodities had increased greatly, and although the Board scrutinized its tenders for conveyance in order to keep costs as low as possible, it was hampered in negotiations by the limited allowance. Bell gave the Department's opinion that it was quite reasonable to expect children over 10 years of age to walk up to 3 miles to school. At that time 286 children whose homes were less than 4 miles from the school were being conveyed in the Auckland District; the homes of 186 children were from 4 to 5 miles distant from the school; and 105 children lived more than 5 miles from the school attended. The special grants for conveyance were confined to cases where the only alternative was the establishment of a new separate school or where an existing school due for rebuilding was to be closed, and where the number of children was in general at least 20, and where there were prospects of obtaining a tender for conveyance at a reasonable cost. In forwarding an application to the Department the Board and the senior inspector had to be provided with a map showing the exact positions of the homes and the routes to be taken by the conveyance, they had to check the distances to the school and verify the numbers of children. The application had also to be accompanied by a statement showing the accommodation in the school to which the conveyance was proposed and the effect of the addition of the extra children on the attendance, accommodation and staffing. In 1927 the Department reconsidered the question of paying allowances to children who travelled to school on horseback by impassable or "partially impassable" roads. "The present position is anomalous," said Bell, "because a child who rides over a passable road receives no allowance even though the cost of shoeing is greater than in the case of most horses used on unmetalled roads." A parent who lived on a metalled road had never had the benefit of this allowance, but he did have the privilege of sending his children to school in a trap or car and so could qualify for the allowance. Since the horseback allowance was two-thirds of the ordinary rate, the Department must have lost a considerable sum of money by declining horseback allowance to parents on metalled roads. The economizing Bell requested the Board to "refrain from recommending new applications for riding allowance". The horseback allowance had been granted originally to a backblock settler because he could not have his children driven to school, the principal condition for the payment being that "the road is non-existent or dangerous or impassable for wheel traffic without respect to the age or ability of the driver". This condition was severe and only in genuine cases of hardship could the allowance have been given. Bell said that since the expenditure on conveyance was about £75,000 a year the Department could not afford an increase in the capitation allowance; he did not attempt to weigh this against the saving of school sites, buildings and staffs. In a few cases, however, special approval was given by the Department when it was established that children were riding over tracks or roads that were impassable for wheeled vehicles. In November, 1927, there were 1746 Auckland children riding over 3 miles to school and 978 children under 10 years who were riding over 2 miles to school. In July, 1928, the Board asked the Department to consider making an allowance for the conveyance of white children to the nearest European school. There were then no less than 7000 Maori pupils attending European schools and of that number more than half were in the Auckland District. Over 800 European children were attending 94 Native schools; in fact there were only 36 Native schools that were not attended by some white children. In his reply to the Board, Strong stated that no objection had ever been made to Maori children mixing with the white children in the European schools. This, of course, was not true. "It appears most desirable," he continued, "that the colour line should not be drawn between the two races." These were strange words to be uttered by the Director of two systems of schools — Maori and European. "It is the pride of the Dominion," he boasted, "that the Maoris are admitted to the same privileges as the Pakehas." He spoilt the effect of this vaunt by admitting to the Board that if he were to grant its wish he would be faced with applications either for conveyance in over 90 other localities or for separate schools for white children! His concern was not so much for racial harmony as for economy. "It would involve the Department," he said, "in very heavy expenditure to accede to such requests as your Board has received in the case of the conveyance of white children to Kaitaia school." [1]

The Board believed that under the provisions of Clause 3 of "The Land Laws Amendment Act, 1912" and the 1913 and 1914 amendments, it was the practice of the Commissioner of Crown Lands to insist upon reservations for recreation and educational purposes when lands were being subdivided, and that the Chief Surveyor would not pass a subdivisional plan unless in his judgment, adequate reservations were set aside. The Board in 1920 asked the Commissioner to inform it of any proposed subdivision so that it could have an opportunity of visiting the area to be subdivided to decide whether it was desirable to reserve a portion for school purposes. Before a scheme plan of a private town was submitted to the Minister of Lands for approval, "adequate" reserves were required and Section 17 of "The Land Laws Amendment Act, 1920" caused them to be vested automatically in His Majesty on the deposit of the plan under "The Land Transfer Act, 1915" or "The Deeds Registration Act, 1908". The Chief Surveyor in Auckland assured the Board that whenever that was done it would be notified if the class of reserve concerned it. A few days later — at the beginning of January, 1921 — he informed the Board that the Minister of Lands had decided that a minimum of 5 per cent. of the saleable area of "town" subdivisions would be reserved for "public purposes". Four years later — in February, 1925 — the Board again asked the Commissioner of Crown Lands for the North Auckland District to inform it when any subdivisional plan of a large area was placed before him for consideration. The Board had been informed that the Church Mission had had a block of land near Kohimarama containing more than 200 acres subdivided into approximately 600 sections. On an average of two children per family, this land would be occupied by the parents of about 1200 children. No provision had been made for a school yet it appeared that two would be necessary. The Board had been informed, too, that it was proposed to subdivide the Orakei Estate, and that in the specifications and conditions for subdivision only one school site had been set aside. The Board thought it probable that the area would be subdivided into about 1200 sections which would ultimately accommodate a school population of about 2400 children. Because of the Board's action the matter of school sites on town schemes was discussed by officers of the Education and Lands Departments and a circular memorandum was sent to district officers directing the Chief Surveyors to notify the Secretaries of the Education Boards on receipt of any scheme for the approval of the Minister of Lands. The Board was soon advised of suggested large subdivisions at Waiheke Island, a very rough area along the Penrose-Panmure Road, the Tamaki Gardens Estate Syndicate's area of farmland lying between Pilkington Road and the Tamaki River and the Sylvia Park Estate about one mile from the Panmure school site. The Board however was of the strong opinion that legislation should insist upon the setting aside of adequate and suitable school sites in any subdivided area.

---

[1] T. B. Strong to D. Dunlop, 4 August, 1928.

The records of individual schools continued to grow. The Pukekohe Technical High School was opened by Massey on Thursday, 3 February, 1921.[1] In July, the Board approved the establishing of a household school at Cuvier Island Lighthouse Station. Lower Waitoa changed its name to Te Puninga in July, 1922. A building was completed on the "Chinamen's Gardens" site in Curran Street in April, 1922, and it opened on 11 September with W. W. Hill, aged about 62 years, as headmaster. A side school of Point Chevalier was opened in Armstrong's Hall on 1 June, 1922, for primer classes only. Within nine months the roll at the main school was 648 and at the side school 77. A new side school of two rooms was built and occupied in May, 1924. So rapidly did the roll increase that the Board decided to add five rooms to the side school and convert it into a main school. It opened as a main school on 15 April, 1925, and was known as Point Chevalier No. 2, but in June it was decided to call the new school Point Chevalier and the original school Gladstone. The Hillcrest school was opened officially on Wednesday, 4 April, 1923, and the boundary was gazetted on the 30th of the same month. On the suggestion of Parr, the Board purchased 3½ acres of the Balmoral Estate fronting Aberdeen Road in 1924 and soon afterwards the local residents petitioned the Board; their children were walking either to Takapuna or to Long (later Brown's) Bay Schools. A one-roomed school was opened on 31 August, 1925, with 22 children under the headmastership of D. F. Flavell, then about 60 years old, and in April, 1926, the Campbell's Bay school district was set up. In that year, too, the Board considered the installation of electric stoves at the manual training centres. When the householders and parents of scholars at Mt Eden petitioned the School Committee to request the Board to divide the school district into two, Mt Eden and Maungawhau, the Board agreed that this should take effect at the meeting of householders in April, 1926. Between 1920 and 1925 the inadequate site of the Napier Street school was extended by the addition of over 2½ acres at a cost of £12,350. A new six-roomed two-storey brick building was erected in August, 1926, and the old, octagonal, broken-down building was sold for removal in 1927 for £233. The Normal school in Wellesley Street suffered some damage from a fire which started in the basement shortly after 5 p.m. on Sunday, 3 July, 1927. This building served as a Normal school till February, 1928, but was placed again under the direct control of the Board in June, 1930. The schools in the Waihi-Whakatane area were given a special holiday on Wednesday, 28 March, 1928, on the occasion of the opening of the East Coast Railway. A two-roomed school building was erected on the Dominion Road site in 1928. In September, 1929, a school was opened under the control

[1] See *The Franklin Times*, 4 February, 1921.

of the Gladstone Committee to provide for the Richardson Road area; in April 1930, the Richardson Road school secured its own Committee and in September became known as Owairaka.

On 6 November, 1929, the Board authorized Miller, its architect, to proceed with the erection of an open-air classroom at Avondale South (Blockhouse Bay) in accordance with what he considered to be the best design. A room was built there in 1930 and another was provided at Hamilton East in 1931. For most, but particularly in the latter part, of the 'twenties, the Board was involved in the open-air controversy. There was in the title alone something irresistibly attractive to a large unthinking section of the public and there were always associations eager to advance any apparently new scheme. The open-air classroom was not, in fact, a new departure from recognized school planning. The Auckland Board had erected a building of that type in Tauranga in 1917 and at Kohimarama in 1920; the latter building was incorporated in the main school building but during the controversy of the late 'twenties the former was still in use. The planning of those buildings, however, differed from those erected in Christchurch and looked upon as the "accepted" type of open-air school. There were times when doctors, as well as architects, had shown a surprising lack not only of educational knowledge but also of common sense. The first experiment of the Wellington Board at South Wellington School, for example, was a complete failure because of the exposure to the prevailing winds of the site chosen by the medical officer. Prominent individuals espoused the cause and became more prominent. Professor Shelly, under "the blue dome" of Christchurch air said that low temperature was not bad so long as there was movement. Speaking on behalf of the Open-air League, he said, "We must get out of the idea that the schoolroom is four walls built round a lot of desks. We must educate our teachers to the open-air idea." Towards the end of 1929 Miller visited New Plymouth and inspected the fresh air schools in the Taranaki District. He also visited Canterbury whose first open-air school at Fendalton had been planned by Richard B. Phillipps, school medical officer in Christchurch. Phillipps accepted all responsibility for the plan but he refused to accept any responsibility for modifications of his plan that had been made at Temuka and Linwood Avenue. The Fendalton classroom, he said, was designed to meet New Zealand weather conditions and built with a knowledge of the physiology and psychology of children.[1] W. H. Winsor, chairman of the Canterbury Board and a builder, was primarily responsible for the Temuka type. It was similar to Fendalton except that in place of sliding doors on the front elevation it possessed a small wall 2 feet high, with Whitney windows and fanlights above. The Canterbury Board preferred the Temuka type, maintaining that the front wall adequately protected the limbs of the children during inclement weather, whilst the windows above could be opened or closed as the necessity arose. Miller saw that the old wooden primary school buildings in Christchurch were particularly antiquated and unsuitable and he understood how the Fendalton type had by so great a comparison appeared to be "the last word" in school planning. Of the Fendalton or similar single unit design Miller acknowledged as advantages its general openness, the regulation of plenty of fresh air, immediate access to grounds, the admittance of direct sunlight, and the fact that no sound was transmitted from room to room. There were, however, many serious disadvantages — it encroached on playing areas, teacher and children looked into the light, there were no facilities for treating sick children or for medical inspection, control was scattered, there was a lack of teaching facilities for infants and of room for general display purposes, the direct sun played on the back of the heads of children, aesthetically it lacked in general comprehensive unity, changing shadows permitted wrong lighting and there was no room for such accessories as a library and cupboards. After he had visited Fendalton and had seen a series of isolated buildings Miller then viewed the beautiful shrine at the High School and the serene beauty of Christ's College and it struck him forcibly what an influence there was in environment and what a spirit must be engendered by buildings of such beauty compared with the character-forming power of isolated units without form in the mass or beauty in detail. The Auckland Headmasters' Association, at a meeting on 1 March, 1929,[1] considered the opinions of headmasters with experience of the type of school building then in vogue in the Auckland District and expressed its opinion that the modern buildings were highly satisfactory. Members were pleased that the lighting and ventilation were such that there was the minimum of strain on the eyes of pupils and teachers and the maximum of fresh air circulation. The advantages of the buildings for teaching purposes, they said, far outweighed those suggested by reports for the open-air schools in use in some parts of the Dominion. The Hamilton Headmasters' Association supported the Auckland Association in opposing the adoption in the Auckland Province of southern types of open-air schools. According to Miller the advantages of the standard type of school building being erected in Auckland at the end of the 'twenties were — a steady left light, direct sunlight, plenty of regulated fresh air, no encroachment on site, protected access given to each room, ample teaching facilities such as blackboarding, incorporation of teachers' rooms and facilities for medical inspection, available space for such accessories as libraries and cupboards, centralized control and its adaptability to any site, some rooms could be made into one for special purposes, teacher and children did not look into direct light and there was no sensation of glare, and it was aesthetically agreeable. He was not unaware of its disadvantages — long, draughty and noisy corridors, no immediate access to grounds, and the disturbance if classes were not dismissed at the same time. "The primary function of an Education Board," said Miller in October, 1929, "is to give facilities for, and to control the education of, children. This aspect has had just consideration, and the next consideration has been to provide these facilities in such a manner as to give the teacher and the children conditions as near ideal as possible for the carrying out of the functions for which a school building is primarily provided."

---

[1] Memorandum written by R. B. Phillipps for the Director, Division of School Hygiene, 12 February, 1930.

---

[1] At that time the president was P. J. Hook, the vice-presidents were W. O. Lamb and F. A. Garry, and T. Turbott was secretary and treasurer.

CHAPTER 34

ALL SORTS AND CONDITIONS OF MEN

Of the duties of the Board and its officers there seemed to be no end. At various times the Board issued information regarding scholarships or subsidies on local contributions in aid of schools, or it granted half the cost of suitable apparatus for the teaching of science, or it investigated the recording of transactions connected with buildings and stores and the adoption of a system of purchase and issue. It sold by auction in 1925 its interests in the lease of the Federal Street sections and erected sheds at the back of the old Newmarket school site to hold the material from the Federal Street workshop; it provided every school with copies of Education Acts, and an excessive number of Regulations, attendance registers, summaries of attendance registers, admission registers, scheme of work books, teachers' work books, quarterly returns, timetables, requisition forms, application forms for leave of absence, application forms for appointment as teacher, orders for payment of salaries, good attendance certificates, certificates of irregular attendance, and forms of transfer; it fixed term and single holidays; and it made a survey of pupils' reports which, in some schools were issued to parents once every six months and in some others once a year. A few town schools did not make reports on their children's work. From the cards returned to the Board, members noted the relative value of subjects. Where reading, composition and arithmetic were each allotted 100 marks, 50 were given to grammar and 25 to spelling, writing, drawing and nature study separately; geography and history were problem subjects, with some schools gauging their value with an allotment of 25 marks, while Vauxhall and Takapuna, more adventurous, gave 50 and 100 respectively. Many of the report cards bore strange devices calculated to give some indirect character training. The primary department of Whakatane District High School was exhorted to "play the game" but for the secondary department — where no Latin was taught — the motto changed to *Semper Fidelis.* Most schools emphasized the spirit of service and the need for everybody to honour his work, but Huntly District High School — where no Latin was taught — struck a different note when it wavered between "Knowledge is Power" and *Cognare est Dominare.* Occasionally the Board had to take action in cases of truancy; it had to note the regulations relating to immigration restrictions,[1] and it had to abide by regulations referring to swimming. The Board received capitation on account of swimming classes from the time the regulations for manual and technical instruction were made under the Education Act of 1908 until 30 June, 1922; approximately 35 schools were recognized annually, and capitation was paid at the rate of 3/- per unit of average attendance, provided the class was held for at least half an hour per week for 40 weeks during the year. In March, 1929, W. W. Bird advised Dunlop that where facilities existed, young teachers should be expected to give instruction in swimming during school-hours as part of the physical instruction.[1] The Department helped schools by giving £ for £ subsidies up to £200 for swimming baths. The sport received a fillip when the first Primary Schools' Swimming Carnival was held on 25 and 26 March, 1930, at the Tepid Baths; 28 schools, from Helensville to Papakura, took part and the success of the meeting was due in large measure to C. F. Stratford, secretary, and E. C. Stretton, treasurer, both of Kowhai Junior High School. The Board reminded School Committees to exert their influence in upholding the teachers' authority in the schools and to prevent parents interfering in school matters; it issued circulars composed by the school medical officer exhorting children to have ten or twelve hours of sound sleep each night, to chew their food to a cream before swallowing, and to avoid condiments and tobacco if they hoped to reap their reward in health, happiness and enjoyment of life; it also gave some thought to school furniture. In the early 'twenties the matter of desks and physical development caused some concern to the Board. When it requested the Department to ask the Director of School Hygiene to furnish a considered opinion of the desks and seats then in use, Caughley informed it that when grants were being made for new buildings or additions to existing buildings the Department would consider applications for the provision of chairs and tables for infant classes instead of desks. This substitution was to apply only to rooms used exclusively for infants and not to rooms used in whole or in part for Standard classes. Because of the expense the Department would not authorize the supply of single desks; it would, however, allow for an improved type of dual desk with separate seats. Among the more inventive teachers who designed furniture was Thomas Stagpoole of Hobsonville who spent many years experimenting before he perfected a desk which he claimed would anatomically and automatically control the pupil and reduce him to a state of impotency. Priestley inspected the creation and, while recognizing the fertility of the brain which had conceived it, did not recommend the Board to adopt the style. The multitudinous brackets, bars, receptacles, and other protuberances which adorned the exhibit rendered it quite unsuitable for school purposes.

---

[1] During the 'twenties these restrictions were made by Orders in Council dated 10 January and 21 February, 1921, and 21 February and 11 July, 1927, under the Immigration Restriction Amendment Acts of 1920 and 1923. They were repealed by an Order in Council of 13 January, 1930; clauses 9 and 10 referred to the admission of students, temporarily, to New Zealand.

While the Board wrestled with intricate problems associated with remodelling buildings, maintenance funds and subsidies, it found time to consider the ever-recurring requests for children to write essays on all sorts of subjects. In August, 1928, it approved of the proposal made by the New Zealand Native Bird Protection Society to hold a Bird and

---

[1] In the Auckland Training College during 1928, 218 students were able to swim and, of those, 113 had special distinctions.

Tree Essay Competition for schoolchildren; but in July, 1924, it had refused to permit the New Lynn Branch of the New Zealand Labour Party to hold an essay competition — first prize £1 — among the children of the schools in Mount Albert, Point Chevalier, Avondale and New Lynn. Of these time-consuming interruptions the best known was the preparation that went into the annual Flag Cup competition. In July, 1921, R. H. A. Potter, chairman of the Mt Eden School Committee, brought to the notice of the Board an offer made by R. G. Cox of Karangahape Road to donate a fifty-guinea cup for an annual essay competition confined to children of the Sixth Standard in Auckland public schools. Originally the cup had been given by Colonel Sargood of Dunedin as a shooting trophy open to any corps in the Dominion with the condition that it was to be won outright if won by any corps three times. The Victoria Rifles won it three times under Major Cox and since he was the trainer of the team and one of the competitors the corps presented the cup to him. Many of the competitors, including the son of the donor, who helped to win the cup were killed during the Great War. The Board accepted the donation and the first Flag Cup competition on "The British Flag and What it Stands For" was held during the last week of April, 1922; 308 essays were judged by Garrard, H. S. W. King and E. C. Cutter, senior stipendiary magistrate of Auckland, and their unanimous decision favoured Molly Gardner of New Lynn. On the morning of Thursday, 8 June, the Governor-General, Lord Jellicoe, presented the Cup to the New Lynn school (Howard J. Ellis, headmaster) and the Flag Cup Medal to the winner. The subject for 1923 was, "The Flag — The Emblem of Freedom" — but Mrs Ferner, King, Murray and Purdie, as a committee of the Board, increased its difficulty and narrowed its scope for originality by giving directions on how the essay was to be written; the youngsters were expected to refer to Magna Carta, the First Parliament, the passing of power from the King to Commons, and the condition of people in the year 1923; the winner was Aubrey C. Boyd of Horsham Downs, coached by Agnes Garry.[1] When Edmond Wearmouth of Matakohe (Bernard H. Howes, head teacher) excelled all other youthful imperialists with his composition on "The Flag — Its Influence on Our People", J. D. McKenzie made the presentations before the admiring residents of Matakohe and Paparoa and the chairman of the School Committee reminded the gathering that the Matakohe school had produced the then Minister of Public Works, Minister of Railways and Postmaster-General.[2] Because the infantile paralysis epidemic dislocated school work in 1925 the trophy remained at Matakohe till April, 1926. At last, in 1926, William Birss of Cornwall Park came into his own when Flora Macdonald wrote the best essay on, "Our Flag: and the part it played in colonial expansion". In, and from, 1927, the senior inspector selected the topics and until 1930 they were "The Flag in Polar Exploration", "The Flag in the Pacific", "The Flag in New Zealand", and "Our Flag — Its Origin, Uses and Significance". The competition continued into the next decade with children still quoting freely from Walter Scott, Tennyson and Kipling but by 1933 it was obvious that the competition was of little value and it did not achieve anything which could not be realized in the ordinary course of instruction. The Headmasters' Association asked for a discontinuance of the essays and R. G. Cox, too, agreed that the adult mind was too prominent in the competition. However it was held again in 1934, but so devoid of ideas was the senior inspector (A. Bain) that the subject was the same as that used in 1928. The judges on this occasion were W. Wilson, S.M., C. R. Munro and Maurice Priestley; they discovered some natural work amongst the very good pupils but too many had paraphrased a book or had laboriously memorized essays in the preparation of which teachers had taken a large share. In March, 1935, Bain and Munro recommended the Board to abandon the competition and on 19 July the Cup was handed back to Cox.

---

[1] For a description of Horsham Downs *en fête*, see *The Waikato Times*, 4 August, 1923.

[2] The proud chairman could also have added the Minister of Telegraphs, Minister of Native Affairs, Minister in Charge of Native Trust, Roads and Public Buildings — for J. G. Coates held the portfolios of all those offices!

While the Board was involved with primary schools, consolidated schools, and junior high schools it was just as concerned with developments in the Training College and in the secondary departments of the district high schools. At the beginning of the 'twenties a scholar was qualified to be a junior free pupil if he were the holder of a Junior National Scholarship or of any other scholarship approved by the Minister, or if he had qualified for a free place in the Junior National Scholarship Examination by receiving a sufficient number of marks, or if he had obtained a Certificate of Proficiency and was not over 15 years of age on 1 December preceding the date of his admission to a free place. The junior free place was tenable until the pupil's seventeenth birthday, or for two years. At the completion of this period, on passing the Matriculation, Public Service Entrance, or Intermediate Examination, or on obtaining an Intermediate Certificate on the recommendation of the headmaster, he became entitled to free education until his nineteenth birthday.[1] Standard VI pupils who were not qualified for free places could be admitted to district high schools on payment of a fee of 10/- a quarter. At the request of Garrard the Board brought under the notice of parents the advantages of secondary education. "The day," said Garrard, "is now happily past when a Standard VI education is considered a sufficient preparation for life-work and we in New Zealand cannot afford to lag behind the rest of the world." The response was gratifying and roll numbers increased considerably. In the district high schools in existence at March, 1921 — Aratapu, Cambridge, Coromandel, Dargaville, Matamata, Paeroa, Rotorua, Taumarunui, Tauranga, Te Awamutu, Te Kuiti, Waihi, Whakatane — the roll number increased by 121, or 22 per cent., by March, 1922. To those schools were added Kaitaia, Opotiki, Rawene and Te Aroha and the total number of pupils in secondary departments of district high schools at the end of the March quarter, 1922, was 765, which represented an increase during the year of 232 pupils or 43 per cent. Reports by inspectors on the work of the secondary departments indicated that the standard of efficiency was rising and Garrard was hopeful that with the issue of schemes of work in August, 1922, standards would be increased even further.[1] Teachers were told that while examinations were not the only test of a pupil's progress and ability they should have some definite aim in view; for example, it was reasonable to expect a pupil to reach the Intermediate Examination standard at the end of his second year, and that of Matriculation at the end of his third or fourth year.[2] An authorized list of secondary text-books was published in the *Education Gazette* for May, 1923. In his *Courses of Work for District High Schools* Garrard also set out text-books and recommended additional reading matter and in February, 1926, the Board issued an extensive list of books suitable for use by pupils in the secondary departments of district high schools and for Standards IV, V and VI, which Garrard had prepared; the first book on the catalogue was the neglected — even dangerous — Bible. Of the Auckland district high school pupils who passed the Matriculation Examination in December, 1925, only one proceeded to the University; 19 entered the teaching service, 18 went into clerical positions, 15 continued their secondary education, 6 remained at home and 4 went into other occupations. Among the 132 pupils who passed the Public Service Entrance Examination 81 remained at school, 25 went into various clerical positions, and 14 remained at home.

---

[1] For regulations relating to Free Places see "The Education Act, 1914" and Orders in Council of 19 December, 1922, 9 July, 1923, and 10 September, 1923.

In common with the schools, the Training College suffered accommodation problems. When the Wellesley Street building was opened at the end of 1908 regulations provided for 80 students; they were amended to provide in turn for 100, 120 and 150 students — or any other number approved by the Minister. By 1915 the College contained 120 students. In January, 1919, the building was altered by the excavation of part of the basement for cloakroom space and by the use of the criticism room for additional common room and office space. Any discussion on the provision of extra space by the addition of a third storey was postponed until November; but when the Director and Assistant Director visited Auckland they decided not to add an additional storey but to acquire a site at Kowhai Street for a new College and a hostel for women students and to make a few structural alterations in the Normal school. In May, 1920, the Minister and Director visited the Kowhai site and decided to abandon it as a College site. At that time there were 142 women, 62 men and 7 supernumeraries in the College. Cousins advised the Board to find a large site and gradually provide there for a large College with the necessary hostels to satisfy the needs of the city for several decades. In his opinion the best site was that known as Paton's, at Epsom. Paton's property was an area of 27½ acres enclosed by Onslow Avenue, St Andrew's Road, Balmoral Road and a line at the back of sections facing Chamberlain Road; it was situated on the boundary between Mt Eden and Epsom which was then included in Greater Auckland. Land on Mt Eden Road close to Three Kings was being sold about 1920 at £1200 an acre, and the Board calculated that the purchase of Paton's land would cost about £35,000. When the Board wished the Government to acquire this land, Anderson, the Director, advised the Board to reduce the area to 16 acres and the price to £20,000 and to avoid a large frontage — a procedure which would have placed a College building in an area surrounded by backyards. Sir Frederick Lang, Vivian Potter — Paton's was in his electorate — and Parr saw Massey in August, 1920, but the Prime Minister said the project was out of the question. As an alternative he suggested another site of 40 acres of a reserve at Mt Eden which had been offered to the Auckland University College Council 20 years earlier and refused. Parr saw by "The Epsom and Mount Eden Reserve Act, 1890" that about 8 acres of the reserve belonged to the Crown as a site for a Blind Asylum and a gravel-pit and that the remaining 30 acres were for a recreation reserve. He asked the Board to consider accepting the 8 acres for a site for a College and Normal school; eventually playing space would be secured in the recreation area. At last, on 19 April, 1921, Bell wired the Board advising it that Parr was considering a proposal to take the whole Mt Eden reserve for educational purposes; in July negotiations concerning Paton's were ended; and on 8 August Parr discussed the matter with the mayors of Auckland and Mt Eden. In February, 1922, parliament passed "The Reserves and other Lands Disposal and Public Bodies Empowering Act, 1921-22"; Section 12 cancelled reservations over the gravel-pit reserve described in the Schedule to "The Epsom and Mount Eden Reserve Act, 1890" together with portion of an adjoining road reserve and set them apart as a site for a teachers' training college. The land was described as Allotment 48 and parts of Allotments 46 and 49 of Section 6, Suburbs of Auckland, together with part of a road reserve adjoining, the area being given as 31 acres 2 roods 32.5 perches. The next step was the erection of the building. But in April, 1922, Spencer asked the Board if it had any ideas for leasing the area as there was little likelihood of a grant for a training college being approved. The highest offer for leasing received by the Board was £40 a year; had the Board accepted this the City Council would have been compelled to impose rates amounting to £300 to £350 a year. The Department approved the Board's action not to lease the area! The year 1922 passed and it was not until March, 1923, when he visited Auckland, that Caughley suggested to the Board that it submit tentative plans and estimates; he was hopeful that the College would open in March, 1925.

---

[1] The Courses of Work were revised by Garrard in April, 1924.

[2] For regulations relating to certificates of secondary instruction see Order in Council of 13 June, 1917.

In January, 1922, after protracted negotiations, the Board had settled with the owners of the property known as Rocklands Estate, formerly the home of Judge Gillies, for a hostel. Some women students, of course, lived in their own homes but others boarded or were "in rooms", while a few lived at the Girls' Friendly Hostel, the Y.W.C.A., the Catholic Hostel and Miss Hammond's hostel in City Road. Rocklands, a two-storey building, then about 35 to 40 years old, was well and substantially built of heart of kauri, and the 27 rooms varied in size from 24 feet by 25 feet to 7 feet by 10 feet. The first matron of Rocklands Hall was Miss M. Maindonald. As a temporary relief from overtaxed accommodation at the College the Board considered the use of an unsightly annexe, near the Domain Cricket Ground. Its ownership was vested in the City Council. In December, 1920, it was still in the possession of the military authorities whose jurisdiction over it had still about 18 months to run; they hoped, however, to give up possession within two or three months. Although the hospital authorities had next call upon the building the Minister obtained the right of occupancy for the Board for three years. The Parks Committee of the City Council wished to remove the structure but in April, 1923, T. U. Wells attended a conference between the Minister and the Mayor of Auckland and they arranged that if a start were made with the new Training College on the Mt Eden Reserve the period of occupancy would be extended. It was not until November, 1925, that Cousins informed the City Council that the old annexe would not be required after the first week in December. The students moved the furniture and equipment from the annexe and Wellesley Street to the new college at Mt Eden. The new College had certain disadvantages; it had no hall, swimming bath or tennis and basket-ball courts. Cousins encouraged the Board to make frequent applications for a grant for a hall, but T. B. Strong, in October, 1928, regretted "that there are so many more urgent building requirements".

The Board wished its Training College students to take full advantage of the opportunities of obtaining University education and it was pleased to note the conspicuous successes of present and past students. In the November, 1919 examinations, for instance, Miss B. A. Wilson (a College student in 1918) obtained her M.A. with 1st class honours in history and A. R. Merrington (1910) and D. W. Fell (1919) secured M.A. degrees with 2nd class honours in the same subject; Edna D. French (1917), Elizabeth V. Bell (1920), O. E. Burton (1911) and J. W. Olphert (1916) completed their B.A. degrees but only one — J. S. Cornes (1911) — passed for B.Sc. While 32 teachers passed the first section of the B.A. course only one passed the first section of the B.Sc. examination. At the same examinations, 7 teachers obtained Certificates of Proficency. Of the successful students and ex-students of November, 1923 — 13 Masters and 14 Bachelors of Arts, 3 Bachelors of Science and 1 Bachelor of Music — Cousins was particularly pleased with the results obtained by H. C. Becroft (1922), H. G. Johnston (1913), W. McKinlay (1920), A. B. Thompson (1923), S. A. La Roche (1923), C. R. Laws (1915) and R. C. Wilson (1919). Becroft, a returned soldier, won his degree with 1st class honours in philosophy; Johnston, another returned soldier, took his degree with 1st class honours in history; McKinlay was the first student in New Zealand to win 1st class honours in education and Thompson was the first in New Zealand to win a Senior Scholarship in education; La Roche, Laws and Wilson graduated in science. Of the 15 premiums awarded by the University College in 1925, five — education, history, philosophy, economics and geology — were won by teachers. It was a serious matter that so few Training College students took either a science or a mathematics course. As a good knowledge of these subjects was essential for teachers in district high schools a number should have been preparing for their future work by attending the University. The cause of the weakness was obvious. University courses in science required much more time from the students than did history, economics and education, and attendance at laboratories was required at set hours which were often inconvenient. As any University course, in conjunction with a Training College course, placed a heavy burden on students it was natural that they should have avoided making it heavier than the regulations required; thus, they tended to avoid the sciences and mathematics and to select those subjects in which they were more hopeful of success. Cousins said that the remedy lay in some specializing in the training for district high school and secondary work; this, together with a third year for the course, he said, would effect the change. The Education Department, in an effort to meet the situation, insisted on third-year students studying either science or mathematics; in 1927, for the first time, a number took a third-year course at Auckland. In December, 1928, the Department approved of third-year courses for 11 students of Auckland being selected from science, science and mathematics, drawing and handwork, music and eurhythmics. Many Training College students excelled in athletic sports. Auckland won the first inter-College tournament with Wellington in athletics and debating during the first week in September, 1921. In 1925, for the first time, the Training College won the Rugby Union Second Grade Championship without losing a match and in basketball the women students won the 1st and 2nd grade Auckland championships.

In December, 1922, Cousins noted with pleasure the improved knowledge of psychology since extra time had been allotted to the subject on the appointment of Dr A. B. Fitt to the staff two years before. In June, 1921, the Board had appointed Fitt, then aged 33 years, as vice-principal at a salary of £550—£625. Margaret S. Newman had then returned to the College as assistant lecturer in history and education and women's warden. When she retired in 1923 her wardenship devolved upon Agnes Kennedy. From 1921 J. W. Shaw encouraged appreciation of literature. Henry Binsted, who lectured chiefly in psychology, resigned in the middle of 1925 to take up an appointment in Rarotonga and his place was filled by Herbert C. Becroft. On the morning of Thursday, 7 October, 1926, 22-year-old Yorkshire-born Horace Hollinrake arrived in Auckland and forthwith entered upon his duties as lecturer in music. Cousins resigned as principal of the Training College in 1929 and was succeeded in office by D. M. Rae. Duncan McFadyen Rae was born on 2 June, 1888, in Mataura, Southland. At the age of 18 years he was appointed a pupil teacher at East Gore; he spent a few years at Invercargill Middle school and for 3 months he was relieving head teacher at Tokonui. In 1913 he proceeded to Otago University and in 1914 he completed his degree. He was then appointed 1st assistant (temporary) at Invercargill South. Rae joined the N.Z.E.F. in October, 1915, as a Second Lieutenant in the 1st Battalion, Otago Regiment. He served with distinction on the Western Front and was "Mentioned in Despatches" for his work in the Battle of the Somme in 1916. He was promoted to the rank of Captain but he was wounded at Messines in 1917 and returned to New Zealand in March, 1918. His interest in military affairs continued after the war and in Auckland his company of Training College and University students had the distinction of forming the Guard of Honour to the Duke of York. Rae returned to the Otago University in June, 1919, and six months later gained his M.A. with 1st class honours in history; as a result of this success and his extensive research into Southland history he was elected a Fellow of the Royal Historical Society in 1923. His post-war teaching appointments were as 1st assistant at Invercargill Middle school (2 years) and then as headmaster at Riverton District High School (1½ years), from which position he received his appointment as vice-principal of the Auckland Training College. Rae was a man of great energy and enthusiasm, wide sympathies and broad culture, and with a great capacity for organization. Professor James Shelley had started the Summer School Movement in New Zealand in 1921 with a W.E.A. school at Oxford, in Canterbury; inspired by Shelley, Rae organized the first teachers' Summer School in New Zealand at Riverton in 1923; due to Rae, supported by George Stubbs, the movement came to the North Island in January, 1926, when a School was conducted at Cambridge. For about a fortnight teachers attended lectures by Shelley, F. Milner of Waitaki Boys' High School, Dr P. Marshall, Dr E. Marsden, the assistant director, Dr Peter Buck, Director of Maori Hygiene, H. E. Longworth and K. Reid, physical education instructors, and E. Varley Hudson who in June was appointed headmaster of the Normal school; they golfed, bowled, swam, and played tennis and croquet, went a river trip to the Narrows and a motor trip to the hydro-electric works at Horahora and Arapuni, acted and sang together, and slept on palliasses. Like Milnes, Rae believed that the teacher should have a strong mind in a strong body and he was mainly responsible for the splendid athletic life of the College during the 'twenties. At the Training College he lectured in methods of teaching, geography, history and arithmetic; during Professor Fitt's absence in the U.S.A. he took part of the B.A. Examination lectures at the University College and conducted the honours and diploma lectures in history of education. In July, 1929, Rae was informed that the Board had authorized his appointment as Principal from 1 September with a salary at the rate of £700 a year, rising by annual increments of £25, to £750. "I know he has the welfare of the College deeply at heart," said Cousins, "and will spare no pains to maintain all our good traditions and in other ways to exemplify the spirit of our College motto, 'Totis viribus'." The Committee of Advice recommended Francis Cecil Lopdell, assistant master at Southland Technical College, for the position of vice-principal. The Board approved but as this part of the meeting was not conducted in Committee the press published a report thus causing a contravention of clause 6 of the Training College Regulations which clearly stated that no appointment could be made until the Minister had approved the Board's recommendation. However, Lopdell was appointed and entered upon his duties at the beginning of December, 1929. Lopdell, born on 17 May, 1890, was two years younger than Rae. For his B.A. degree he studied Latin, mathematics, economics, history and education and like Rae he took his M.A. degree with honours in history.

Like Rae, too, he was a pupil teacher at Invercargill Middle school. After three years in that humble position he was promoted to that of 4th assistant in the same school. Another four years at Invercargill were followed by one year as secondary assistant at Geraldine District High School. During the War he had active service from May, 1916 to January, 1919; he was a sergeant but just after being nominated for a commission he was wounded. Lopdell resumed teaching as headmaster at Waimatuku, a grade 3A school, and after three years there he went to Southland Technical College; he had been there for seven years when he sought advancement in Auckland. Like Rae he had lectured to W.E.A. classes; for five years he tutored in history, economics and education. And like Rae, too, he had participated in sport. For several years he was a member of the Invercargill 1st XV, he coached the 1st XV of Southland Technical College, and he represented Otago at hockey. For nine years before coming to Auckland, Lopdell had been leader of the St Paul's Presbyterian Young Men's Bible Class in Invercargill.

The Board's interest in the education of handicapped children was maintained by the work done at the Normal school particularly. By a letter dated 15 October, 1920, the Department approved of a special class for partially deaf children being conducted in the Myers Park building as a branch of the Normal school and in the following February a class was started by Miss McEwan, a teacher on the staff of the Departmental Sumner School for Deaf. The purpose was to provide special training for a number of deaf children who could benefit from the instruction provided, and so to avoid sending them to Sumner. Further work was also to be done by the teacher in instructing children who had defective speech. Except that the headmaster of the Normal school was made responsible for the discipline of the class, the teacher was controlled by the Sumner principal (at first J. E. Stevens and from 1923 to 1929, J. N. B. Crawford) who drew out the scheme of work and received regular detailed reports of the work undertaken. By the end of June, 1921, Miss McEwan returned to Sumner and her place was taken by Miss M. L. Clare. After some time the class was moved to the old building at Newton East where more space was available. By 1929 Miss Clare had found such an increase in the number of pupils who attended at appointed hours for special speech training that the work became over-burdening, with the result that she was not able to give the necessary amount of individual attention. Her appeal to the authorities of Sumner for assistance was met by the reply that it could not be granted and that she could get help from the Training College. But Cousins looked upon her work as too specialized to come within the scope of ordinary school work and he did not use this class for observation and practice by his students. He recommended the Board to draw the attention of the Department to Miss Clare's need for help, but at the same time to point out that the responsibility was not the Board's, neither was it a legitimate function of the Training College. In August, 1929, the Board was informed that the Department had decided to establish special classes for hard-of-hearing children and speech defectives under Section 56 (2) of the Education Act. Miss Clare thus became an employee of the Education Board instead of being a Civil Servant. On behalf of the physically infirm, Dr R. J. R. Mecredy, one of the medical officers stationed in Auckland, approached N. S. H. Law, headmaster of the Normal school, in 1923, and as a result of their discussion it was decided to select children from the primer classes and Standard I who were found to be below normal, physically. Law was surprised to find so many children who were underweight, had bone deficiencies or were anaemic. The teacher chosen for the class was Jane M. Earle and the experiment proceeded with a recasting of the timetable, the introduction of rest periods, fresh air conditions, specially supervised lunch, health teaching, medical examinations, visits to homes by Miss Grey, the school nurse, and the essential co-operation of parents. The education of mentally handicapped children remained confused because of the inconsistent use of terms. Strong spoke about a "Myers Special School" when he referred to two classes of the Normal school that were specially organized under Training College regulations to provide special treatment for "backward" children and to give students an opportunity of practising teaching with individual children who needed special individual consideration. Cousins and Law had to combat the idea that the classes were a school for "sub-normal" children; as classes for sub-normal children they could have had no rightful place as part of a training college. Mecredy made suggestions for the education of the "feeble-minded" and "dull"; he wanted to have all city and suburban children who were adjudged "mentally defective" by the medical officer and senior inspector grouped in six to ten centrally-situated special classes of 25 children in each; he also wanted each large primary school to have a special ungraded class for "very backward" and "dull" children who would be prepared for entrance to the Technical School! In the middle of 1926 the Board asked head teachers of schools of Grade IV and upwards to furnish a list of "retardates" in their schools together with the age of each and short individual reports. Purdie defined a retardate as a child whose age was markedly above the average age of the pupils of the class to which he was attached. But Rudman of Kowhai said that in many cases these pupils were not retardates from the point of view of ability or progress but merely from the point of view of age. As the average age at 1 July of his Standard IV children was 12 years 8 months and of those in Standard V, 13 years 8 months, he added a year and took 13.8 and 14.8 as the ages when children could be classed as retardates; other teachers added only six months. Joseph Wooller of Newton West was convinced that most cases of retardation would yield to skilful teaching. "My experience," he said, "has led me to the conclusion that retardation can be checked to a large extent by the elimination of unsuitable teachers who manufacture retardates, the establishment of small classes, and the enlistment of the sympathy and co-operation of the parents." Only John F. Wells gave any indication that his individual reports had been based on anything other than hazy opinions; he informed the Board that a number of Matamata children had "I.Qs." of 88, 80 and 71. The *Auckland Star*[1] described the Board's scheme of establishing special classes of backward children as "unscientific, arbitrary and tyrannical". This authority misinformed its readers that the action of the Board was to determine those who "deserved intellectual culture" and those who did not; it also quoted T. U. Wells' opinion that not 2 per cent. of primary school children could be classed as suitable for the Board's special classes. It must have been a comforting thought to teachers in 1927 to be assured by the *Star* that 98 per cent. of their children were fit for "intellectual culture"! At that time there were in the Auckland District five classes with a total of 82 "sub-normal" children taught by five teachers under the supervision of Winifred A. Valentine, the Department's officer in charge of special classes. In 1930 the Auckland classes were established at Myers (Esther M. Milnes and Lola Solomon), Edendale (Ivy D. Earle), Beresford Street (Helen P. Lochhead), Richmond Road (Georgina E. Jamieson), Birkenhead (Gertrude Banks) and Onehunga (Emilie C. Earl).

---

[1] 4 June, 1927.

In the 'twenties, no less than in any other decade, "all sorts and conditions of men" were employed in the schools and the administrative offices. Teachers transferred from one school to another, but for some of this decade Robert C. Abel taught at New Lynn, Clarence R. Bach at Kohimarama, Charles W. Boswell at Richmond West, Josiah Box at Beachlands and Maraetai No. 2, Archibald F. Burnett at Maketu, Ormond E. Burton at Whangarata, Hugh Cox at Otorohanga District High School, George W. C. Drake at Avondale, Joseph G. Gasparich at Putaruru, Percy T. Keane at Belmont, Eric N Le Petit at Eureka, Leslie J. R. Meek at Pekatahi, Jack H. Menzies at Newton East, Roy Morgan at Omaunu, Kevin H. O'Halloran at Matamata Junior High School, Philip F. Osborne at Donnelly's Crossing, Edward W. Seville at Whitehall, Eleanor M. G. Bayne at the Normal school, Blanche E. Carnachan at Epsom, Marjorie G. Paterson at Waihi South, Amy B. A. Pegler at Newton Central and Kate V. Vialoux at Belmont. Keith E. Bullen, aged 20 years, acted as a relieving teacher at Whakatane District High School for a few weeks in 1926 before he joined the staff of Auckland Grammar School. Felix M. Keesing acted as a probationer at Ponsonby for a time in 1923. While he was filling a temporary position as probationary assistant at Grafton in 1928, Percy C. Minns of Northcote successfully applied for a Rhodes Scholarship. Victor C. Butler, a probationer at Maungawhau, was selected in 1927 to travel to Australia as a member of the New Zealand Universities' Rugby Football team and was granted leave without pay. In April, 1929, the Board was informed that Cabinet had approved of Robert A. Falla, assistant lecturer in nature study at the Training College, being attached to Sir Douglas Mawson's Antarctic Expedition as assistant zoologist. "I regard the selection of Mr Falla," said Cousins, "as a compliment to the College and the teaching profession." In 1930, Mawson again asked for Falla to go on the *Discovery;* the Education Department would not grant his salary so Falla resigned his position at the College on 1 September. Mildred M. Eastgate, who had been on the staff at Richmond Road since March, 1900, was appointed to the Epsom Associated Normal school on 1 February, 1927.[1] Casper Semadeni resigned from Edendale on 31 May, 1930, after being head teacher there from 31 May, 1909.[2] Thomas Isemonger retired on 31 July, 1924, after 44½ years' service. He could look back to January, 1880 when R. J. O'Sullivan allowed him to enter Newton East as a probationer, and his subsequent appointments to Whangarei (May, 1880), Waipu Cove (May, 1882), Tamahere (May, 1884), Kihikihi (January, 1885), and Waiokaraka (January, 1887). He left the Thames to become head teacher at Epsom in January, 1906, and he remained there till his retirement.[3] On 12 May, 1922, George George wrote to the Board of Managers of Seddon Memorial Technical College giving them six months' notice from 30 June of his intention to resign; he asked that the period of his notice should be granted as leave of absence on full pay. The Managers forwarded the application to the Education Board as the controlling authority and the Board, in its turn, sent both letters to the Department for a decision; La Trobe asked the Board for details referring to George's accrued leave and the Board asked the same question of the Seddon managers; when an explanation was made by the managers to the Board, the "controlling" authority sent it to the Department and in due course Caughley granted George six months' final leave on full pay from 1 July, 1922. In August, 1922, Parr approved the appointment of G. J. Park of Wanganui to the position of Director of Seddon at an annual salary of £920. J. W. Tibbs of the Auckland Grammar School retired at the end of 1922 and the Board paid its tribute to his headmastership. "Your school," said the Board, "has gained a high reputation for scholarship — your pupils for good conduct. You have not only trained the minds of your pupils but — and this seems to the Board even more important — you have brought to bear the whole force of your valuable personality upon the moulding of their character."[4]

B. W. Hayson resigned his position as an organizing teacher on 31 January, 1922, because he was absent from home too much; he wanted to have a town school and live with his family. The Board moved him, in quick succession, to Waihi District High School, Hamilton East, Elstow, Northcote, Tuakau and Ellerslie — transfers which caused him to experience no little financial embarrassment. While he was at Northcote he had charge of a Standard V class and his work, based upon "auto-education principles", impressed W. J. Wernham; Hayson's experiments with the Dalton Plan and script writing were received by the pupils "with evident pleasure". At last, on 1 June, 1924, he was appointed assistant master at Bayfield. The Department suggested to the Board that it should appoint O. J. Howarth of Stratford, Taranaki, as Hayson's successor, but when Howarth went to the Wellington Training College it put forward Reuben C. D. Lightbourne, organizing teacher stationed at Ohakune under the Wanganui Board, because his position was being retrenched. His appointment to the Te Kuiti centre dated from 1 May, 1922, but owing to housing difficulties he was permitted to settle in Hamilton. January 30, 1924 was a red-letter day for Lightbourne. On that day a Ford motor car consigned to him arrived in Hamilton by rail; its cost, without legal expenses, was £170. At that time the Department could arrange for the purchase of cars for the use of its officers on official business at reduced rates. Ford touring cars with self-starter, demountable rims, speedometer and fire extinguisher could be purchased for about £151 with an additional £18 or £19 duty. Turbott, Reynolds and Lightbourne noted many weak points in connection with their schools — the inability of teachers to keep all classes profitably employed, no preparation of the day's work, a want of system in the day's work, neglect of the correction of children's work, little attention given to environment, lack of reading matter, a low standard of written work, faulty classification and too much reliance placed on textbooks and insufficient definite oral instruction. In arithmetic there was insufficient drill in tables in the preparatory and junior divisions, an absence of rapid mechanical number drill in all Standards, and slow progress owing to the children being required to work every sum in the various sets of exercises; and grammar, taught as an isolated subject, was not reflected in essay work. The inspectors always praised the efficiency of the organizing teachers and were appreciative of the good results of their labours. But the Auckland district was so large and contained so many schools in remote places where teachers had few opportunities of meeting and comparing their work with their fellows that Garrard recommended that their number should be increased — "as soon as the financial stringency is relieved". Reynolds accepted the headmastership of the Dargaville District High School from 1 February, 1925, at a salary of £405—£425 with a district high school allowance of £60 a year. In May, 1925, the Department approved the appointment of another organizing teacher, and Claud Hotson was selected from twenty applicants. Garrard proposed that he should be stationed in Whangarei and should work from Devonport to the Far North on the eastern side of the North Auckland peninsula. Turbott's centre was now Auckland, and the Dargaville position was filled by Francis McGrath, head teacher at Whau Valley, from 1 February, 1926. Turbott was appointed headmaster of the Nelson Street school from 6 April, 1926; when it was closed at the end of 1927 and sold to the Community Sunshine Association, he became headmaster at Newmarket. The Department refused to fill Turbott's vacancy and for 1926 and 1927 the organizing teachers were reduced to McGrath, Lightbourne and Hotson. Their regular visits to schools varied in length from two to five days. On the first visit they examined all school records, timetables and schemes of work, and observed the methods of the teacher; they demonstrated methods by means of which the various weaknesses might be eliminated; after each day's work they discussed matters thoroughly with the teacher, and at the end of the visit they left written notes and suggestions for the improvement of the school. On subsequent visits they observed the teacher at work, investigated the progress of the scholars, and again demonstrated modern methods of teaching. While some teachers had obviously mistaken their vocation the majority of teachers appreciated the help given. Ex-trainees were well-equipped in knowledge and methods of instruction but they were not conversant with the principles and requirements of sole charge work. In many cases the organizing teachers found that teachers left the College with a meagre knowledge of the keeping of the essential registers, schemes and workbooks. At the beginning of 1928 Lightbourne became headmaster at Waihi District High School but Strong would not then agree to another organizing teacher being appointed. His reason was that there were only a few uncertificated teachers in the Board's service! The number had decreased from 268 in 1921, 221 in 1922, 162 in 1923, 120 in 1924, 86 in 1925, and 37 in 1926 to 27 in 1927; but certificates alone did not ensure efficiency and organizing teachers did not restrict their visits to uncertificated teachers. In May, McGrath transferred to Auckland and when Hotson was appointed headmaster of Fairfield in the middle of 1929 his position at Whangarei was filled by Harold E. Webster who had been at the Model country school since 1920. Among the well-known lady teachers who died during the 'twenties were Miss E. L. de Montalk (1921), Mary J. McIlhone (1923) and Elizabeth Sinclair (1925); Florence M. Wells, infant mistress at Maungawhau from January, 1914, died in November, 1925, but staff and children continued to feel "the silent music of her influence". The Superannuation Board, with the approval of the Minister of Education, granted her brother, T. U. Wells, permission under the extended provisions of the Superannuation Act, to retire on the completion of his 36th year of service. His resignation took effect at the end of January, 1923, and soon afterwards he was conducting his Correspondence Coaching College. His character, ability and untiring energy had won for him the highest admiration of the members of the Board. At Tauranga, W. R. C. Walker was succeeded in 1927 by G. K. Hamilton. A. F. Burton had commenced his term at Te Aroha in May, 1899; he retired in June, 1927, and in September Te Aroha passed under the control of A. R. Merrington. W. J. Cahill retired from Panmure in 1930 after 17 years as headmaster there. Among the teachers and former teachers who died during the 'twenties were Horatio N. Le Gallais (1923), Frank P. Burton (1925), C. M. Carter, formerly of Napier Street (1926), W. H. Worsley (1927) who had retired from Hamilton West in May, 1922, after a period as headmaster from April, 1900, Arthur J. Hill of Helensville (1927) and Howard J. S. Ellis, formerly of New Lynn (1928).

---

[1] Miss Eastgate retired in March, 1932, at the age of 57 years; her teaching career had commenced in March, 1892, at Helensville.

[2] Semadeni, who was born on 15 August, 1868, died on 28 June, 1933, at the age of 64 years.

[3] After his retirement Isemonger travelled extensively; he returned to Auckland in January, 1935, and died on 11 June of the same year.

[4] Tibbs died on 7 March, 1924.

CHAPTER 35

NOT BY PEDAGOGY ALONE

In August, 1921, the Auckland Board refused to subscribe to an English magazine called the *New Era,* edited by Mrs Beatrice Ensor. In the same year Mrs Ensor was instrumental in convening an international gathering of educationists in Calais and with Adolph Ferrière she formulated a broad statement of the gathering's philosophy. Education ought to have a religious background; there should be co-education and collaboration of teachers and pupils; free play should be given to the child's innate interests in the various manual, intellectual, aesthetic and social activities; education should respect the child's individuality; in short, the child was to become not only a citizen capable of doing his duty to his neighbours, his nation and humanity at large, but also a human being conscious of his personal dignity. The movement was called the New Education Fellowship, with the emphasis as much on "fellowship" as on "new". Towards the end of the 'twenties, Sir Michael Sadler, then Master of University College, Oxford, spoke of the Fellowship as "the most highly vitalized body which exists in the world for the investigation of new methods of teaching and for the recording of experience gained in all lands in the fascinating and urgently needed task of adapting education to new social ideals".

"Today is an age of experiment in all departments of life," said Parr at the opening of the Curran Street school on 2 October, 1922. He told his hearers that new theories and new ideas on the education of children were being evolved throughout the world and he appealed to teachers to apply modern methods. The best teacher, he said, was not the one who crammed the child's mind with facts, but the one who inspired the child to seek knowledge for itself. Perhaps some adults who heard him, recollected sitting in school, —

With intelligence agape and eyes aglow,
While some authoritative old wiseacre
Stood over us and from a desk, fed us with flies,
Dead flies.

But Parr's facile progressiveness was adopted by a few foolish teachers and parents who did not realize that the contrast presented by him was false. The best teachers in all ages have inspired their pupils or disciples to seek knowledge; at the same time they have realized that it was their duty to impart information from their greater store of knowledge and experience. The extremists became responsible for the inaccurate nonsense which some children wrote under the name of "problems", "projects", "units of work", "activities", or "bases of integral programmes". Strong, in his report for 1923, seemed to imply that the choice lay between smug content and revolutionary theories that stimulated thought and challenged contradiction. But in his report for 1921 he had advised caution. "While stagnation is to be abhorred," he said, "we must be careful that the swing of the pendulum does not carry us beyond the limits marked by reason and common sense." He was pleased to note the development of co-operation between teachers and pupils; it was healthier than "free discipline" and "self-government" in schools. But he had nothing to fear from self-government in Auckland schools. When the Board made a survey 68 schools used a perfect system and 132 used it in a modified fashion; generally teachers did not differentiate between monitors and prefects. At any rate, the prefect system, while it gave authority and responsibilities to a few, was remote from and usually the antithesis of self-government.

prefect

Growing attention was paid by New Zealand teachers to intelligence testing, largely as the result of what Americans had been doing in the field of experimental education and child study. But American methods of testing did not modify the New Zealand primary-school examination system to any great extent, and teachers who realized the uncertainty of the old methods of examining and, like the Welshman, Ballard, sometimes rejected the essay in favour of such objective tests as true-false, best answer, completion, check list, common principles, and analogies, were looked upon with suspicion.[1] Of the new teaching techniques much was spoken of and even a little done on the Dalton plan, but in March, 1923, Garrard advised the Board that before it was put into operation in a school the head teacher should consult the visiting inspector. There were certain pre-requisites to success and unless a school had a good reference library, small classes, adequate equipment and skilful teachers it was certain to experience mere disorder. Unfortunately new methods fell into poor hands; J. Drummond and E. J. Parr reported in June, 1923, that a few classes in several secondary schools were using the Dalton Plan but without full library and laboratory equipment! Still, the teachers who read Helen Parkhurst's *Education on the Dalton Plan* (1922) were influenced to some extent in their teaching by the principles of individual differences, sense of achievement, flexible promotion, cultivation of responsibility, special coaching in weak subjects and acceleration and enrichment in the best, and modified their teaching methods. Yet in spite of the ideas which came from Abbotsholme, Bedales, *L'Ecole des Roches*, the *Landerziehungsheime*, or the *Institut Jean-Jacques-Rousseau* at Geneva, the problem or project method of Dewey and Kilpatrick, the Howard plan with its individual timetables, the Montessori method, the Winnetka plan associated with the name of Carleton Washburne, the free group work of Cousinet and *l'imprimerie à l'école* of Freinet in France, the method of Ovide Decroly with its emphasis on social setting, the play way, methods of physical culture advocated by Démeny, Georges Hébert, Gaulhofer and Dalcroze, plans that combined individual knowledge and skill with group activities, and all the other teaching methods which emphasized the individual and individual differences and depended in the first place on good teachers with plenty of enthusiasm, a great deal of reliance was still placed on the Herbartian steps up which the teacher proceeded, sometimes accompanied by his pupils.

---

[1] See P. B. Ballard, *The New Examiner* (London, 1923) and P. J. Hartog, *Examinations and their Relation to Culture and Efficiency* (London, 1918).

Although much was written overseas about different methods of teaching, children and teachers of the 'twenties in both Australia and New Zealand were not greatly affected by it. Even in America "progressive" education was advocated by only a vocal minority and the really child-centred school was seldom, if ever, a reality and few New Zealanders could look back on their schooldays of the 'twenties and recall revolutionary methods of instruction. However, teachers and others outside the education service were aware that their greatest problem was the revision of the curriculum to meet public demands and changing social conditions. The New Zealand Syllabus Revision Committee began its deliberations on 9 December, 1926. Its Order of Reference had two divisions, the general and the particular. Its general clauses were as follows:—

> (1) To report on the whole of the Primary-school Syllabus, with particular reference to its suitability to present-day needs, and to recommend such alterations as appear necessary to secure better articulation with the work of secondary and technical schools.
>
> (2) To inquire into the present system of homework, as to (a) whether it should be abolished, (b) whether it should be curtailed, (c) whether it should be retained as at present.
>
> (3) To inquire into any other matter affecting the primary State school system.

Its particular orders were:—

> (1) To examine, report on, and make recommendations for improving the curriculum prescribed for the preparatory classes and for each of the standard classes.
>
> (2) To report whether the curriculum prescribed for Standards V and VI should be modified, as in junior high schools, to provide for an earlier commencement of subjects that have heretofore been studied only in the post-primary course, and, if the report is in the affirmative, to make recommendations accordingly.
>
> (3) To report whether it is possible without additional expenditure to provide exploratory courses in the Standard V and Standard VI curricula in order to ascertain the pupils' aptitudes for, or natural bent toward, different types of occupations.

The Auckland members of the Committee were T. U. Wells, who, with G. T. London (Wellington), represented the Education Boards, Miss Agnes Kennedy and Miss B. E. Carnachan who represented the N.Z.E.I. along with B. N. T. Blake (Wellington), F. A. Garry, who, with L. F. Pegler (Christchurch), represented the headmasters of primary schools, and W. J. Wernham who represented the junior high schools; the inspectorate was represented by McLeod (Christchurch) and McIlraith (Napier), both of whom had served as inspectors in Auckland. The School Committees' Associations of New Zealand had only one representative, A. Sando of Wellington and "outside interests" had only two members, A. E. Lawrence (Timaru) and W. Dinwiddie (Napier). The other members were J. E. Purchase (training colleges), W. Thomas (secondary-school teachers), A. Marshall (technical-school teachers), Miss Lily Sullivan (senior assistants) and Miss E. N. Sampson (country schools). The chairman was Professor R. Lawson of Dunedin. Of the two Boards' members one signed the Report and the other signed a minority report; the "outside interests" were similarly divided; the School Committees' sole representative signed the minority report; and McLeod, Thomas, Miss Sampson and Miss Sullivan signed the Report "with reservations". In regard to primary education, the Committee recommended:—

(1) That by a modification of the present syllabus in Standards V and VI the pupils' tendencies could be discovered to a greater extent than formerly.

(2) That attention be given to the more rapid promotion of gifted pupils.

(3) That the education of the smarter be given more prominence.

(4) That the present unsatisfactory teaching of music, art, and handwork, being due to the neglect of those subjects in the secondary schools, from whence future teachers are drawn, intending candidates for probationships should be encouraged to pursue those subjects.

(5) That handwork be given a more definite status.

(6) That greater uniformity in the style of and method of teaching writing is desirable, and that to this end a compendium for pupils and a manual for teachers be issued.

(7) That formal number-work be abolished in the preparatory department.

(8) That a reduced amount of arithmetic be required in the upper school.

(9) That increased attention be given to the mother-tongue.

(10) That homework in the form of set tasks should not be required from children up to 12 years of age, and only to a very limited extent up to 15. Children should be encouraged to take an active part at home in social amenities under the combined direction of parents and teachers.

(11) That, in view of the constant movement of the school population in New Zealand from one school to another, about two-thirds of the topics in history and geography should be the same for all schools all over the Dominion for any one year.

The recommendations relating to post-primary education were:—

(1) That the primary course terminate about the age of 12, and that at the conclusion thereof all pupils should transfer to a post-primary school.

(2) That attendance be compulsory on all, irrespective of attainments, up to the age of 15.

(3) That in the smaller towns where a higher school exists the post-primary pupils should go to that school. Such schools should be of a single type, and should afford varied courses of instruction.

(4) That each post-primary school should provide four courses of instruction —

(a) An academic course;
(b) A commercial or general course;
(c) A handicrafts course;
(d) A course for those interested in domestic science and agriculture.

(5) That in the larger cities it will be necessary to establish additional secondary schools to take pupils up to the age of 15 only.

(6) That in rural areas there should be consolidated schools on the lines of district high schools.

(7) That in isolated districts "tops" should be added, where possible, to certain existing primary schools.

(8) That the method of appointing teachers in secondary schools be amended.

(9) That girls in post-primary schools should be under the constant influence of women teachers.

The Committee made four resolutions in regard to certificates and scholarships:—

(1) That the certificates of proficiency and competency at present issued be abolished.

(2) That a leaving certificate be granted to pupils upon completion of a three-years' course at a post-primary school, such certificate to indicate, among other things, such vocational aptitude as may be determined by consultation between the headmaster, the parents, and an Inspector of Schools.

(3) That on the satisfactory completion of the 12—15 course a certificate be issued entitling the holder to further free secondary education.

(4) That scholarships be abolished, and in lieu thereof grants be made for the assistance of deserving pupils.

The Committee considered that the education of the pupil should be a continuous process and that the transference from a primary school to a secondary school should be possible without any harmful break in the course of instruction. To effect this articulation it suggested changes in the appointment and transfer of teachers, in the regulations for the inspection and examination of schools, and in educational administration. Often pupils who entered the high schools passed from the care and instruction of the most expert primary-school teachers to that of raw untrained teachers straight from the university; the Committee thought that this was one of the reasons why so many prematurely ended their secondary career and it made the mild suggestion that "better provision should be made for the training of secondary teachers". It felt, too, that it was not in the best interests of education to have entirely different sets of inspectors for both primary and secondary schools. The members expressed their regret that responsible officers of the Education Department had so very seldom visited centres of advanced educational thought and practice. "The present system of government of schools," said the Committee, "is considered unsatisfactory, and the first step in the unification of the two stages should be the consolidation of the governing bodies of these institutions so that there will be only one controlling authority in each district." The Committee further recommended that the single Board should be elected on a broad basis; it was sure that the abolition of the restricted franchise would raise the status of the Board in the public estimation. When R. A. Wright received the Report he said, "Radical changes involving the expenditure of large sums of money cannot be contemplated at the present time, but as far as possible effect will be given to those recommendations of the Committee that appear to be of most general value and that are within the compass of our present resources."

The Committee ended its work on 24 February, 1928, and copies of a new syllabus were despatched to reach schools before the May holidays with a request for teachers to return suggestions before 30 June. Considering the fact that the last complete revision of the syllabus for primary schools had been made in 1919 and that since then very marked changes had taken place in educational thought with respect to school organization and curricula, the promptitude with which the syllabus was issued was of a nature that one does not always associate with Government departments. The New Zealand Syllabus was formally adopted at the beginning of 1929. The Minister's report for 1928 referred to it in these words, "Provision was made in the new syllabus whereby the brighter pupils might make an earlier commencement of the study of subjects that had heretofore been regarded as falling within the province of the post-primary schools. At the same time the curriculum was enriched for all pupils by ensuring that more attention should be given to the study of English literature and to such cultural subjects as music and drawing. Teachers were enjoined to plan their schemes of work in such a way as to make the course of study of living interest to the pupils. To this end the prescriptions of work set forth in the syllabus aimed to have their counterpart in the pupils' environment and generally in the actual life of the people. The new syllabus also went further than any of its predecessors in extending to teachers a considerable measure of freedom to draw up their own schemes of instruction, with due regard to the interest of the pupils and to the environment in which they lived. It has frequently been said that, although the New Zealand education system is undoubtedly an efficient one, it has shown too great a tendency towards rigidity. It was the aim of the new syllabus to remove this defect, and it is hoped that teachers will avail themselves as fully as is wise and reasonable of the freedom thus offered them." The inspectors who wrote the appendices to the Syllabus did not expect that all of the prescriptions and opinions contained between its red covers would be endorsed by all teachers. But there was at last a verbal recognition of the child in their midst. "It is hoped," they said, "that the present Syllabus will give encouragement to those teachers who regard the child not as inanimate clay in the hands of the potter, or as an empty vessel sent them for filling, but as a soul, a personality, capable of being developed and trained for the wider service of humanity." Teachers were assured that the syllabus was "mainly suggestive", they were to consider themselves "free to make any alteration", they did not have to follow the order of instruction, they could transfer parts of a subject from one class to another, and they were told that inspectors would not expect them to adhere closely to their daily plan of work; teachers were also warned that the inspectors' recommendations were not to be passed lightly by or discarded unless they had something better to substitute!

It is not surprising that the Board members often found themselves out of their depth, and even submerged at times, by the amount of didactic strategy and tactics that was published. The more indigestible these treatises became the more did the Board rely on the professional advice of Purdie, Dunlop and Garrard, and when Burns made his occasional educational statements to the Press they were always "prepared". While they were content to allow others to wrestle with such abstruse problems as the principles underlying the curriculum of the indefinable average child, members showed more interest in those tangible aids to teaching, such as the film. Douglas Fairbanks, John Barrymore, Harold Lloyd, Lillian Gish, Gloria Swanson, John Gilbert, Buster Keeton, Tom Mix, and the British *émigrés*, Clive Brook, Ronald Colman and George Arliss were some of the "stars" who made the 'twenties the golden age of Hollywood. However much these actors may have brought enjoyment to Board Members as individuals, their films did not have the same educational value as those on the shrimp, street scenes in China, and birdland studies, and the Members — as a Board — had already endorsed "the principle of the educational value of the cinematograph". In 1918 Mrs Baume, Penning and King drafted regulations governing the attendance of schoolchildren at picture shows, and so impressed were King, Penning, Reekie, Mulgan and a few headmasters with films on salt-making, methods of ju-jitsu, the herring harvest, the cotton industry and the bee which New Zealand Picture Supplies Ltd showed at the Lyric Theatre, Symonds Street, that a list of lessons for future films was drawn up. In 1920 the N.Z.E.I. issued a circular on the moral, physical and mental influence on children of the picture theatres as they were then conducted, and the Board urged upon the Minister of Internal Affairs and the Education Department the need for stricter censorship of posters and programmes. The year 1920 was notable, too, for the appearance of Charles Chaplin and Jackie Coogan in *The Kid* and Pearl White in *The Perils of Pauline,* and in 1921 Rex Ingram produced his *Four Horsemen of the Apocalypse* starring Rudolph Valentino. On 31 March, 1922, Board members and headmasters witnessed *The Signing of the Peace Treaty;* but even Massey signing for New Zealand at the Lyric could not compete with Constance Talmadge at the Strand. Board members, School Committees and headmasters saw 7000 feet of *Royal India* at a private screening in the National Theatre, Queen Street, on 14 August; but everybody knew that the film of 1922 was *Orphans of the Storm.* By October, the Education Department and the Executive of the N.Z.E.I. had approved a scheme whereby, at no cost to the Department or to the Boards, visual education could be given to school children. It was desirable that if possible each of the larger schools should have its own picture machine and a regular supply of suitable films but it was considered that the time was inopportune for expenditure in that direction. In any case little could be done until the various hydro-electric schemes throughout the Dominion had matured and all large schools had ready access to electric current. The cost of moving picture machines was prohibitive and considerable difficulty would have been found in making arrangements for a regular supply of films. A private firm, The New Zealand Educational Film Company Limited, had been formed with the object of arranging monthly screenings of pictures that would be related closely to school lessons. The Education Department proposed to supply the firm with a list of suitable subjects and the firm undertook to show no pictures that did not meet with the approval of the Education authorities and the teachers. Several pictures of short duration would be shown at each screening, and included in the programme would be one item more entertaining and amusing than the others. This item would not be shown until it had been approved by an inspector of schools or some other person authorized by the Department. The Company proposed to make a small charge of 6d for each monthly entertainment. It was proposed that the schoolchildren should attend during school hours at a time agreed upon by the Education Board, that no child should be debarred from attending through inability to pay the entrance fee, and further that, in consideration of the headmasters undertaking to collect the admission money, five per cent. of the takings from each school would be donated by the Company to the school fund. Strong submitted to the Board a specimen programme:—1. *A Fact Picture* (15 minutes) on such a subject as "Russia Today" or "New Zealand — This Country of Ours", (2) *A Travel Picture* (15 minutes), (3) *Nature Pictures* (15 minutes), (4) *Industry Pictures* (15 minutes), (5) *Sport Pictures* (15 minutes), (6) *Literary Classics* (30 minutes) such as *Oliver Twist* and *A Tale of Two Cities,* (7) *Clean Comedy* (15 minutes) suitable for presentation to even the youngest children. The total screening time of this varied programme would be from an hour and a half to two hours. The Auckland Board approved generally of the scheme. The attendance of the children was not compulsory. The scheme of visual education was now entirely in the hands of the Department and the Education Board was only asked to assist in making the test of its value as thorough as possible.

On 8 October, 1923 King, Brownlee and Mrs Ferner conferred with 26 headmasters and 3 representatives of the New Zealand Educational Film Company on the shortcomings of the picture programmes. King drew attention to the fact that the number of children in attendance at the film programmes was disappointing and diminishing. When he invited the headmasters to state their objections he was informed that programmes were too long and too monotonous, picture theatres were the wrong places in which to conduct visual education, the programmes were too varied,[1] it was difficult to deal with the remnant of each class, teachers could not compel attendance, the pictures passed too quickly, the same series of pictures was not suitable for all classes from Standards III to VI, children considered the exhibition a holiday, the price for admission was too high, the pictures were not closely related to the syllabus, in some cases the distance from the theatre was too great, and theatres were often badly ventilated. When King asked the headmasters to make suggestions for the improvement of visual education he was advised that the lessons should be illustrated in the *School Journal,* that the *Journal* containing a particular programme should be issued from two to three months before the screening of the pictures, that admission to the lesson should be free and compulsory, that the Department should aim at providing films and machines for use in schools, that the law should be amended to prevent schoolchildren from attending ordinary pictures, that a lecturer should deal *viva voce* with each picture as it was screened, and that rest pauses should be interspersed in the screening of the films in order to emphasize particular pictures. At another meeting which the Film Committee had with headmasters in May, 1924, it was agreed that the proper place for educational films was in schools but when the Board asked the Department to provide the necessary equipment Strong advised it that there was no immediate prospect of the Department doing that. There were fears, too, that children had little hope of attaining an English style when they were presented with the inelegant style of film composition. One objectionable film which was overlooked by the censors was a serious picture entitled, *Hunting Alligators by Aeroplane* — the "film critic" of the *Auckland Star*[2] called it "a comic picture". In the final scene an aeroplane rose from tropical surroundings and on the screen innocent children and shocked teachers read, "As they took off for home no one was bored but Fido. He said it was a helluva world and no place for an alligator."

---

[1] One programme which was offered in May, 1924 and which did not pass the censors was on such an indigestible and disordered variety of topics as the story of ice, bird life, forest monarchs, the story of camphor, the Franz Josef glacier, Pekin ducks, the hemp industry, and 'bits of Europe'.

[2] 27 October, 1923.

The Board's Film Committee did not need to be convinced by such films from the Baby Ciné library as *Tunisian Potters, Cyphocrania-gigas, The Germination of a Broad Bean* or *Life in a Harem* that the film could be adapted delicately to serve each branch of science. It was aware of the findings of English committees of educationists, psychologists and cinema experts, set up, usually under trade auspices, to investigate the effects of the cinema on children. From time to time it read advertisements for the balopticon, the delineascope, and the Baby Ciné projector of Pathé of France. But it could do no more than act as a censor and give its authority for the attendance of children at a few pictures. For instance, in 1925 — the year of Chaplin's *The Gold Rush* — upper standard children saw *Romantic India,* and in 1926 — the year in which Valentino died — *Glorious New Zealand, Wonderful London* and *Zeebrugge* were passed as suitable for exhibition before children. It was unfortunate that *Broken Barriers,* a film description of "the conflict of new morals with age-old conventions", was shown in conjunction with *Glorious New Zealand.* The children who attended were informed that with potent cocktails "even the older men developed young ideas", that during the "refreshing" week-end at The Shack, "flirtations, frolics and fights followed each other with amazing rapidity", and that the words which an actor was uttering "hoarsely" were, "I love, I love you, I want you NOW". When Al Jolson, in 1926, sang in *The Jazz Singer* the vast possibilities of the film as an instrument of propaganda and of education were extended. Because it realized that projection must be mixed with teaching the Board was dissatisfied with the educational nature of its picture shows and it adopted a policy that until the Department or itself was able to inaugurate screenings of its own educational films in school buildings it would not countenance the attendance of schoolchildren at moving picture theatres during school hours. The 'twenties ended with the cinematograph having made but little progress in its use for educational purposes.

Auckland teachers of the 'twenties did not live by Dalton plans and play ways alone. They were just as interested in superannuation, grading, salaries, staffing and appointments. The Finance Acts of 1925 (Sections 27-32) and 1926 (Sections 30-33, 37 and 38) amended legislation relating to teachers' superannuation and by the consolidated "Public Service Superannuation Act, 1927" and the amendment of its 77th Section by Section 44 of "The Finance Act (No. 2), 1927" a contributor could apply for retirement on the ground of medical unfitness at any period of his service. In 1920 it was announced that from July, 1921, the Dominion Graded List would become operative as the basis for promotion, and Regulations for the grading of teachers were made by Orders in Council on 10 January, 13 June and 10 October, 1921, 10 September and 7 November, 1923, and 30 March, 1926. Under the Amendment Act of 1920 all appointments of teachers after June, 1921, were to be made according to the graded list, irrespective of where they were employed. Ray, the assistant secretary, who was specially involved in making appointments, suggested to Purdie that it might be well for the Board to consider revoking a number of its resolutions in order to allow all Auckland teachers to have an opportunity of competing for advertised positions. At the time, there were many teachers who were debarred from applying for appointments because they had been less than two years in the positions they were then holding. Accordingly, on 30 November, the Board revoked a number of Regulations because it felt that the retention of restrictive Regulations that did not have a Dominion application would be unfair to the teachers then in its service. It hoped, however, that the Department would frame a series of Regulations that would govern appointments under the Dominion grading scheme in order that the work of schools might not be hampered by frequent changes in staff; in particular, it wished to apply a Regulation requiring teachers to remain two years in a position before they were eligible for appointment to another. Although Parr and Caughley at first agreed with the Auckland Board that regulations would probably be necessary, the Crown Law Office, early in 1921, stated that the only legal restrictions of the kind that Auckland had used were contained in sub-section 9 of Clause 16 of the Amendment Act of 1920 which stated that the Board could give preference to "the teacher who . . . is best fitted for the position among those candidates who have served for not less than two years in remote districts or in schools with an average attendance of less than 120". It would have been illegal to have prescribed by regulations, service in any other size of school than that mentioned in the Act or to have imposed any period of service other than the two years referred to in the Act. There was no power under the Act to prescribe that a teacher had to remain two years in one position before being appointed to another. "The Education Amendment Act, 1920" also stated that in cases where applications had been invited, or in the case of a transfer of a teacher from one position to another with a higher grade of salary, the Board had to select the candidate who was highest on the graded list unless, in the opinion of the Board and the senior inspector, some other candidate was more suitable for the position. A proviso was added stating that in any case where, in the opinion of the Board and the senior inspector, a teacher of a particular description or with special qualifications was required, the Board had to select the candidate highest on the graded list who satisfied the description or who possessed the qualifications, and if applications were invited for such a position a statement of the special requirements had to be included in the advertisement calling for applications.

At the end of June, 1921, T. B. Strong, chief inspector of primary schools, sent the Board a copy of amendments which he proposed to make to section 71 of the Education Act dealing with the appointment of teachers. They were studied by Purdie, Garrard, Dunlop and Ray. The proposal to which the Board objected most referred to the manner of making all ordinary appointments. Strong wished the Board to invite New Zealand teachers to submit general applications for vacancies as they might occur; every such application would state the class of position desired by the applicant. The Board would then select for appointment the teacher who stood highest on the Graded List among those who had applied for the class of position the Board desired to fill; should the teacher refuse the appointment, the Board would select the applicant who stood next in order on the Graded List. The Auckland officers objected to the principle of general applications. The Board's officers and Garrard, discussed Strong's recommendations with Caughley on 13 July. Caughley agreed to consider carefully the Board's stand that a teacher should be required to remain two years in a position before he received promotion or a transfer. It was pointed out to Caughley that the experience of the Board had shown that teachers were satisfied with such a regulation and that the Headmasters' Association, the Male Teachers' Association, the Assistant Masters' Association and the executive of the Auckland Branch of the N.Z.E.I. had resolved that a restrictive regulation should be enforced. But the proviso which Section 8 (1b) of "The Education Amendment Act, 1921-22" added to Section 71 (6) of the 1914 Act as set out in Section 16 of "The Education Amendment Act, 1920" stated that, except in the case of the first permanent appointment of a teacher or in any special case approved by the Director on the recommendation of the Board, no teacher was to be eligible for appointment to any vacant position before the expiry of at least one year after the date of his last permanent appointment. The question of advertising appointments throughout the Dominion was discussed at some length and all agreed that appointments for teachers could best be advertised by the issue of a gazette by the central Department at fortnightly or monthly intervals. Since the passing of the 1920 Amendment Act, the Board had advertised all vacancies except in cases where it had been necessary to remove a teacher who was receiving salary in excess of the scale, or in cases where it had been necessary to transfer teachers under the provisions of Section 9 of the Amendment Act of 1919, or in cases where the senior inspector had recommended that, in the interests of the service, a teacher should be removed to another position. Copies of advertisements were forwarded to teachers in other districts if the request were made. From time to time complaints were received from School Committees that they were not consulted according to the terms of the Act in the selection of teachers. Section 72 of the 1914 Act stated that the Committee could recommend teachers to the Board for appointment. In general there were only two cases in which the Committee was called upon to exercise that power — (1) when, as stated in sub-section 7 of Section 71 two or more candidates possessed equal claims to appointment; in that case the Board could select not more than three candidates for consideration by the Committee; and (2) when the School Committee, having considered the Board's proposals regarding an appointment to the staff of its school and having examined the list of applicants, decided to recommend the Board to appoint an applicant other than the one the Board had selected. It was incumbent on the Board to forward to the School Committee a statement of the length of service and other qualifications of each teacher proposed to be transferred or selected for appointment and to send also, in cases where applications had been called, the names of all teachers who were applicants for the appointment. The School

Committee had thus an opportunity of discussing the Board's selection and making any recommendation it desired. If an applicant other than the one selected by the Board were recommended by the Committee the Board was required to reconsider the appointment and could, on the recommendation of the senior inspector, accept the recommendation of the School Committee. The Board and the School Committee were not forced to accept the applicant who stood highest on the Graded List. It was clear from Section 71 (6) that another applicant could be selected and the suggestion that this should be done could come as the result of a consultation with the School Committee. With reference to Section 71 (7) the Department held that the only cases in which two or more candidates were considered to "possess as nearly as may be equal claims to appointments" were those in which they occupied equal positions on the graded list; frequently, from 10 to 50 teachers were graded on the same mark. Section 8 (1b) of "The Education Amendment Act, 1921-22" was in line with one of Strong's proposals and did nothing to avoid the disorganization in schools caused by staff changes at any time during the year. Banks suggested that a teacher should be required to remain in a position during the currency of the year in which he was appointed and of the full succeeding year. He thought that, in this way, most of the appointments could be made at the beginning of the year and so increase the efficiency of the schools.

The practice arose in some Boards of appointing certificated teachers to temporary positions otherwise than as relieving teachers. It was the duty of a Board under Section 71 of "The Education Act, 1914" to appoint certificated or licensed teachers for the schools under its control, and it was only when such a teacher could not be obtained that it could appoint temporarily the person having otherwise the best qualifications. That temporary appointment was not limited as to time but could only be held until a certificated or licensed teacher could be obtained. The provision did not authorize the temporary appointment of a certificated teacher to any position. It was only under Section 72 (3) that a Board could appoint a certificated teacher temporarily for any period not exceeding three months pending the result of consultation, between the Board and the Committee concerned, as to who should be appointed to the position. Another practice which had arisen was that of some Boards making appointments without advertising. No permanent appointment could be made — except by transfer under Section 71, subsections 2 and 3 — unless the position were advertised according to sub-section 4. These irregular practices had affected the superannuation rights of a few teachers because a teacher could not become a contributor to the Superannuation Fund until he had been appointed permanently in accordance with the Act. At the same time the Department was receiving frequent complaints that teachers holding important positions were allowed to transfer before occupying such a position for a reasonable length of time. In a letter to the Board, Bell said that those who complained that the efficiency of the instruction in the schools was suffering had suggested that the Act should be amended to require a teacher to remain two years in one position before becoming eligible for transfer to another.[1] He then asked for the Board's opinion on such a proposal! Section 21 of "The Education Amendment Act, 1924" repealed the proviso made in Section 8 (1b) of the 1921 Amendment Act and in its place provided that, except in any special case approved by the Director on the recommendation of the Board and the senior inspector, no person who had been appointed permanently as a teacher to any position could be eligible for appointment to another post before 31 December in the year immediately following the year in which he was appointed.

In a Departmental memorandum of 31 October, 1924, it was explained that under a new scheme of training, entrants to the teaching profession were to spend one year as probationers, one or two years as students at a training college and one year as student assistants in the schools. In determining the number of probationers to be appointed in each district in 1926 the Department considered the number of adult teachers in each district together with the annual wastage through resignations and retirements. There were to be no pupil teachers. Of the 400 probationers to be appointed in 1926, 139 was the number allotted to Auckland; the next highest number was 63 in Canterbury. Because the Department was changing from a two-year period of appointment for probationers to a one-year period the number of appointments for 1925 and 1926 were reduced to about one-half of the usual number; it was expected that from 1927 the number of appointments would be about 700. It was intended that there would be no second-year probationers in 1927. At the end of 1925 there were 357 first-year pupil teachers and probationers in New Zealand schools and the Department intended 50 of the best to enter training colleges in 1926: the Auckland Board was advised to select 12 of these young people after consultation with Garrard. There were 654 second-year pupil teachers and probationers, all of whom — if qualified — were expected to enter training colleges in 1926; the total number of entrants would be therefore about 700. There were in 1925 625 first-year students in the colleges and 125 of those would become student assistants in 1926, leaving 500 to proceed into a second year. In 1927 the number of student assistants would be increased to 200, in 1928 to 300, in 1929 to 400, and in 1930 to 500, after which, it appeared to Caughley, that no further increase would be made. Eventually only 600 probationers would be appointed and most of these would spend two years in training colleges, after which 100 of the best would go into the permanent staff and 500 become student assistants. That was the plan devised by Caughley, Bell and Strong and conveyed to the Board in October, 1925. To carry out that scheme amendments to the regulations were gazetted on 25 March, 1926,[2] providing for an alteration in the number of student assistants; the Department also provided for the appointment of certificated or uncertificated adult assistants of Grade 1 until the full number of student assistants was available. Because there was some confusion over the term "student teacher" as used in the Regulations for Technical

---

[1] A. Bell to E. C. Purdie, 7 June, 1924.

[2] Compare the Regulations of 25 March, 1926 with those gazetted on 15 January, 1925.

Schools and Training Colleges (Clause 11) and the term "student assistants", the Department abandoned the latter term and used instead the term "probationary assistant". This term was a more satisfactory description of the status of these young teachers since they acted as assistants and were at the same time, on probation.[1]

An extensive revision of teachers' salaries was made by an Order in Council of 12 January, 1925.[2] From 1914 the salaries of the lower ranks of assistants had increased 106 per cent., the salaries of grade 3 head teachers had increased 47 per cent., and those of grade 7 headmasters 26 per cent. A grade 7 headmaster in charge of 500 pupils and upwards was paid about 1½ times the salary of a head teacher in charge of about 40 pupils, 1⅓ times the salary of his first assistant, and 1⅔ times that of his second woman assistant. Taking the purchasing power of the sovereign in the late 'twenties at 12/6, the maximum of £585 was worth only £365 — a sum that was less than the maximum of 1901. The maximum in 1914 was £450. To have placed the senior headmasters in the same position as they had been then, the 1929 maximum should have been £720. The rates for unskilled labour, however, were 60 per cent. above 1914 rates. Promotion for teachers could only be obtained by constant shifting from school to school. The increase in pay from grade to grade was so small and was paid in such small annual increments that the promotion, from a monetary point of view, rarely covered the expenses of removal. The maximum salary for a grade 5c headmaster was £525; if he moved on promotion to a Grade 6 school his commencing salary was still £525, with two annual increments of £10 each. Education Boards did not approve of the wide difference in salaries paid to secondary and technical headmasters on the one hand and primary headmasters on the other:—

Size of School	Number of assistants			Maximum salary (inc. house allowance)		
	Sec.	Tech.	Prim.	Sec.	Tech.	Prim.
140	5	5	3	£680	£540	£395
240	9	9	5	730	630	465
340	13	12	7	780	680	525
440	16	15	10	825	730	545
500	18	18	11	875	780	585
600	22	21	14	920	825	585
800	29	29	18	920	920	585

The salary of the principal of a training college was £750 yet his duties and responsibilities were no less important or onerous than those of the principal of a secondary school. In September, 1929, the Board asked the Minister to increase the salaries of principals and vice-principals of training colleges because it was of the opinion that the salary of a principal should be at least equal to that of a University professor. But Strong said that the salaries of principals and vice-principals could not be increased unless the salaries of inspectors were increased also. Moreover, he did not believe that a principal had any more important work than an inspector. The Board promptly informed him that it did not agree with his views. District high schools were in charge of primary headmasters. A head of a school with an average of 400 in the primary and 100 in the secondary department received a

[1] The term "probationary assistant" was used in the amendments gazetted on 25 March, 1926.
[2] For the details see *New Zealand Gazette,* 15 January, 1925.

maximum salary of £545 plus £80 for being in charge of the high school department. When the secondary department was established as a separate high school and placed in charge of a secondary headmaster he was given an extra assistant and a salary of £680, an advance of £55 on what the primary headmaster had received for carrying on the work and responsibility of both schools. And the head of the smallest secondary school (100 pupils) received more than the head of the largest primary school (900 pupils).

After 1 February, 1928, schools were graded on the mean average attendance for the four quarters ending on 30 September. Boards now knew three months beforehand what the staff of each school would be; previously they knew only a few days before schools opened. The employment of a large number of relieving teachers was avoided, regrading and staffing by Boards was done at a time when they were not so busy as in January, and teachers on transfer moved during the summer holidays. The staffing of schools, always linked with teachers' salaries, had its many difficulties, from regulations relating to probationers to the lack of them relating to married women. Qualifications and competition for entry to the service continued to rise. For example, the selection of probationers from candidates who made applications in November, 1926, was made from those who had passed at least the University matriculation examination or its equivalent. Applications were received from 126 boys and 246 girls; in 1925 applications had been received from 87 boys and 227 girls. The vacancies numbered 130. Not all of the 372 applicants had the necessary qualifications but many were sitting for the matriculation examination, the results of which would be available about the middle of January, 1927. Of the applicants, 164 had already gained at least a pass for matriculation, Group I of the Teachers' D Certificate examination, or its equivalent. Probationers who were appointed in 1927 were required, in general, to be attached to schools near their homes in order to save the payment of lodging allowance by the Government. The Education Department ruled that probationers whose homes were in country districts could not be granted lodging allowances if they were attached to town schools to enable them to attend university classes. It based its decision on the grounds that probationers could attend the University while they were at the Training College for two years, that they could keep terms as extramural students, and that young teachers could obtain bursaries to help them in their university work. Among the applicants for employment as probationers who were recommended for the award of Higher Leaving Certificates were W. H. Cooper, K. W. Rae and W. H. Bean, of Auckland Grammar School, R. S. Stacey, G. Guy and G. L. Weir of Mount Albert Grammar School, Annie R. Allum of Auckland Girls' Grammar School, Karl T. Hansen of Whangarei High School, and John L. Clarkson of Pukekohe Technical High School. The number of applicants for the position of probationer for the year 1927 was 371. Of that number 112 failed either by medical or educational examination, leaving 259 to be considered for 130 vacancies. Their educational qualifications were as follows:—

	Males	Females	Total
Higher Leaving Certificate or D	39	71	110
Matriculation or partial D	8	30	38
Matriculation and 3 Grades D	5	4	9
Matriculation and 2 Grades D	4	11	15
Matriculation and 1 Grade D	2	12	14
Matriculation only	26	39	65
Grade I D or equivalent	4	4	8
	88	171	259

These were considered under four headings — medical, inspectors' and school reports, and educational standard attained. In the opinion of Burns the educational standard should not have been the main factor in selecting applicants; often the most suitable candidates were those who had not had the advantages of the highly specialized instruction available to those attending large secondary schools. He believed that a proportion of the vacancies should be set aside for district high school candidates who had qualified by passing part of the D certificate or matriculation examination. He had found from experience that the most highly educated person did not always make the most successful teacher. But W. W. Bird, replying for the Department, stated that as the efficiency of district high school secondary departments varied very much it would not be equitable to follow Burns' suggestion. Yet in a memorandum of 11 October, 1926, the Department had stated, "It is very desirable that a fair proportion of the appointees shall be derived from country districts." With that remark, the Board was in entire agreement. Regulation 3 (2), however, was specific in requiring that, "In selecting candidates for appointment as pupil teachers or probationers, other things being equal, preference shall be given to candidates qualified under (a), (b), (c) and (d) as above, in the order named." The operation of this regulation rendered the suggestion of October, 1926, incapable of being carried into effect since the pupils of large city secondary schools, with only a few exceptions, possessed the higher academic qualifications. The Board could not make use of the words "other things being equal" to overcome its difficulty since residence in country districts was not referred to in any of the Regulations and could not be regarded as a factor in making appointments. Moreover, the Regulations made the Board the appointing body but without any discretionary power. The Board felt certain that a definite allotment of a proportion of the appointments of probationers year by year to pupils of district high schools would ensure the employment of a number of young people used to rural life, and would act as a stimulus and encouragement to pupils of the district high schools. One of the most serious difficulties in the administration of educational affairs in the Auckland District was that young people preferred town to rural appointments even if their preference entailed substantial monetary loss.

Over a number of years the Board frequently considered the question of the employment of married female teachers. The names of married female teachers were placed upon the Dominion Graded List and under the Act and Regulations stood upon the same footing as all other teachers in regard to employment. The Board held that, in general, a married woman should be supported by her husband and should not come into competition for employment with single teachers. It believed that in the interest of the State a married woman should devote herself to her home and family. It often happened that to the detriment of a school, a married female teacher was forced to relinquish duty for a considerable period through what Purdie called "a disability not incidental to single teachers". At other times she was present in school "in such physical condition as caused among pupils undesirable comment". It did not hold with the contention that the married female teacher, if a mother, was necessarily a better teacher. Even if she acquired a more sympathetic understanding of child nature the claims of her household made demands on her time and strength which made it impossible for her to give the same wholehearted attention to her school duties that the single teacher was able to give. The Board was well aware of the obvious fact that her school work was not her chief concern; it was merely a side-line for making more money. The Board recognized that there were cases where married female teachers, through home circumstances, should not be debarred from employment in the teaching service but it considered that the law should be amended so that a Board could exercise discretion in making appointments. The Civil Service Regulations provided for the exercise of discretion; Regulation 42 read, "No married woman shall be eligible for appointment to any office in the Public Service if her husband is already employed therein unless the Commissioner certifies in each case that there are special circumstances which make such appointment desirable." In January, 1926, Caughley informed the Board that Parr agreed with the Board's view and was prepared to introduce legislation along the lines of Civil Service Regulation 42. But the Board would have gone further than that because a Departmental version of Regulation 42 would not apply to women teachers whose husbands were in strong financial positions but not in the Board's service. All the other Boards approved Auckland's proposals and in February they were also informed by the Department that the Minister had agreed to introduce appropriate amending legislation. But Parr was appointed High Commissioner in 1926, Wright became Minister, and Caughley and Wright omitted from the Education Amendment Bill any reference to the discretionary powers of Boards. Husbands and wives continued in the Board's service and in some cases received house allowances. To ascertain the opinion of adult certificated teachers the Board took a referendum upon two issues, — (1) "I am in favour of allowing married women to be employed unconditionally as at present" and (2) "I think that Education Boards should be granted by statute discretionary power in the employment of married women teachers." The result of the ballot was 311 in favour of the first issue and 1258 in favour of the second.[1] The Board addressed its arguments not only to the other Boards but also to all members of Parliament throughout New Zealand. "I quite agreed," replied Harry Atmore, "with the contention that Education Boards should have discretionary power in the matter of employing married women teachers whose husbands are in a position to adequately maintain them."[1] Atmore became Minister in 1928, yet in February, 1930, all that Lambourne could tell the Board was that Atmore had been unable to introduce the necessary amendment during last session — a fact that was apparent to everyone!

---

[1] Manual training school teachers were omitted by mistake.

Strong, as Director, called a conference for 29 May, 1928, for the purpose of discussing the stabilizing of school staffs. It was attended by Bird, chief inspector of primary schools, Bell, assistant director, H. A. Parkinson, representing the N.Z.E.I., Miss J. G. Park, representing the Women Teachers' Association, L. Hennessey, representing the School Committees' Association, A. McKenzie, representing the Headmasters' Association, and T. Forsyth, M.P. and Miss M. McKenzie, representing the Education Boards. The Minister did not attend. The restricted order of reference excluded any discussion regarding the adequacy or otherwise of school staffing and the meeting accentuated the lack of confidence which Boards, Committees and teachers had in the Departmental officers. Strong considered that possibly the solution of the difficulty relating to changes in the permanent staff lay in the formulation of a different basis of paying salaries. It was therefore agreed that the Department should communicate with the various authors of salary scales. Forsyth expressed the hope that when the various schemes had been considered by the Departmental officers the members of the conference might have an opportunity of discussing them.[2]

---

[1] H. Atmore to E. C. Purdie, 9 July, 1927.

[2] See the *Evening Post* of 3 July, 1928, for the report of a public meeting held in Wellington on the question of staffing of schools.

CHAPTER 36

OFFICIALDOM AND LOCAL GOVERNMENT

While Parr was Minister he withstood two general elections. In 1922 he defeated H. G. R. Mason for Eden, and although the government majority was considerably reduced Massey remained as Prime Minister. In the 1925 New Year Honours, Parr became a K.C.M.G. and in a congratulatory telegram to him Burns said, "Board is particularly pleased that King has honoured its ex-chairman." At the same time Dr F. Truby King, director of the Child Welfare Division of the Department of Health, became a Knight Bachelor and Sir Ernest Rutherford received the Order of Merit. On 10 May, Massey died after being in office since July, 1912, and in respect for his memory the schools remained closed on the 11th and 14th. Sir Francis Bell, M.L.C., took over his duties but at the end of the month Joseph G. Coates was Prime Minister. The general election at the end of 1925 gave the government a very big majority; a feature of the election was the return of Sir Joseph Ward to politics as the Liberal member for Invercargill. The Auckland Board sent Parr another telegram of congratulations on 24 February, 1926. The cause was Parr's appointment as New Zealand's High Commissioner in London. The Board assured him that it was well aware of the keen and intelligent interest he had taken in the Department, of his untiring energy and of his great ability. "During your term of office," wrote Purdie, "you greatly improved the staffing of our schools and the housing of the children, and improved the facilities for the training of teachers." In a valedictory message Parr told the teachers of New Zealand that upon them rested the destiny of future New Zealand. "If we can so educate our children," he added, "that they may in after-life find their true vocation and know how to enjoy their leisure time we shall go far towards realizing Ruskin's ideal — 'when men are rightly occupied their amusement grows out of their work, as the colour petals out of a fruitful flower'." He regretted leaving the service of education "for to educational experiment and progress there can be no end". His successor in office was the Hon. R. A. Wright (Wellington Suburbs).

In 1926, Marsden was appointed secretary of the Department of Scientific and Industrial Research. He was succeeded as assistant director by T. B. Strong and at the same time W. W. Bird became chief inspector of primary schools. Strong had only to wait a few months before he succeeded Caughley as director; A. Bell, who had been secretary, was given the post of assistant director and A. J. H. Benge became secretary. Bell and Bird were promoted just before their retirement at the end of 1930. One could scarcely blame "the brisk intemperance of youth" for any defects in New Zealand education. After his appointment Strong told teachers of the many problems which lay ahead, — the place and function of the junior high school, the best means of linking secondary and primary education, the provision of differentiated post-primary courses, the retarded child, the almost untouched field of preparing the child for and placing him in employment, and "the ever-persistent problem of the reduction of administrative costs". He told the Council of Education in June, 1927, that the question to be decided was "whether we are to march forward on modern, progressive lines, or perpetuate the present system". "The Department," he said, "earnestly desires to move forward but owing to the financial stringency it is impossible to increase the present vote, so that, if progress is to be made, it will have to be by economizing in certain directions."

Educational legislation in 1926 affected the guardianship of infants, Maori arts and crafts, the University, agriculture, and scientific and industrial research. In September, Parliament passed another Education Amendment Act, new provisions of which came into operation on 1 January, 1927. In July, the Board was given the opportunity of commenting on the proposed amending act. It agreed that when a school closed its funds should be paid to the Board, that the teachers' power to suspend a child should be restricted and the right of expulsion reserved to the Board, and that the issue of licences to teach should be discontinued; it agreed that teachers who refused appointments should not be eligible for another appointment for twelve months but while the Board wished to add the words "unless they satisfy the Board and Director that they have sufficient reasons for refusal" the Act omitted "the Board". The Board wanted to see the employment of married women teachers restricted to specific cases approved by the Department provided this was done on the recommendation of the Board; but there was no such clause in the Act. The Board also failed to secure the repeal of clause 3 of Section 56 of the 1914 Act and so children still were not compelled to be present at the teaching of history if their parents objected.

In 1927 the Auckland Board reached the age of 70 years and for a time it appeared that it had reached its allotted span. Relations with the Department reached a state of extreme depression. In the Legislative Council on 7 July, 1927, V. H. Reed made his bitter attack on Education Boards. "I cannot see any use in keeping the Education Boards going today," he said. "You will not find a single teacher in New Zealand who will say that he would put himself back again under an Education Board as against the present system." When Sir Thomas Mackenzie retorted that there were scores of them, Reed replied, "Then they are no good at their profession because no good professional man wants to be judged by anyone but a man in his own profession." He evidently did not realize that Board members and inspectors had always had separate functions. In the course of his speech he made the statement that while he was a member of the Auckland Board he had had to deal with a school in which not one child was able to go beyond the Second

Standard. He did not name the school, and the records over a number of years do not reveal any school in North Auckland agreeing with his description; if there had been such a case it must have been a newly-established school in a district where the children had not previously had the benefit of any education. However, according to Mark Cohen he was cheered by Sir Francis Dillon Bell, leader of the Legislative Council and the spirit who was moving Cabinet to adopt the plan to abolish Education Boards.[1] With an accurate choice of words Cohen said that strong pressure was being brought to bear on Wright to include the abolition of the Boards in an amending bill. "But," he said, "I don't think Wright dare dance to that tune because he has climbed into power on the shoulders of the men who have sat along with him on the Wellington Board." On 17 August, Purdie sent a memorandum to all Members of Parliament in which he criticized briefly the principle of centralization. "The method by which the abolition is proposed to be brought about," he said, "is seriously open to question. To decrease powers until exhaustion is an insidious but not praiseworthy process. To do so without any intimation to the Members of the bodies concerned and without giving them an opportunity of setting a case in rebuttal of any statements that may be urged in favour of the proposal is unfair and un-British." On the following day Burns issued one of his statements. In the course of it he said, "If there is any State activity in which the people themselves, the parents of children attending schools, have a direct interest, it is the control of the education system. Centralization is rarely justifiable and in connection with education it has no justification at all." Garland, in a prompt acknowledgement, told Purdie that he was aware of an "insidious attempt" being made against the life of the Boards by "a greedy and insatiable Department" — not by the Minister. He said that the Department had used its powers "to the utmost" in the creation of regulations determined "to belittle Boards and if possible hamper their efforts". However he was satisfied that the Education Department "as it is at present constituted" could not administer the Education Act. Sir Robert Stout also expressed his opinion that it would be a mistake to abolish Education Boards. "The hope of good government," he said, "rests on having local self-government. In my opinion we made a sad mistake in 1875 when we passed the Abolition of Provinces Act. I am the only one now alive of the members of either House who took part in the debate on that Act. What has happened since abolition has proved that the Provincialists were right. Our administration has not equalled that of the olden days and the cost has increased much beyond what it would have been under local self-government. We have lost the parliamentary training that the local Councils gave our people. It cannot be said that our parliament today excels that of the parliaments of 1854 to 1875. To make the government of a country successful the people must take a keen interest in our institutions and that interest is weakened if the people are not consulted and if the authority of departmental officers is deemed of the most important."[2] William J. Jordan (Manukau), after receiving Purdie's circular letter, gave Wright a day's notice of his intention to ask a question on the curtailment of the powers of Education Boards. To the surprise of the House, Wright refused to answer the question and asked for it to be put on the Order Paper. Accordingly, the Supplementary Order Paper of Wednesday, 24 August, contained his evasive reply. "At the present time," said Wright, "no members of the Ministry have intimated that it is intended to abolish Boards or curtail their powers." A short time before this he had refused to meet the Education Boards' Association to discuss various matters in which the Boards and the Department had a common interest. Before 20 August a Committee of the Reform Party had been set up to discuss the Department's attacks against Boards but when Strong's only suggestion had been an extension of the powers of School Committees it had adjourned for a week to give him an opportunity to present a statement. It was prepared by 22 August and on Tuesday, the 23rd, Forsyth (Wellington East), chairman of the Education Boards' Association, advised Purdie that he was on the select committee and that he expected it to meet later in the week. Yet on the 24th, Wright made the astonishing remark, "It is difficult to understand why School Committees throughout New Zealand are passing resolutions on the subject of the probable abolition of Education Boards." He said it was a matter of common knowledge that "rumours" of the abolition of Boards had been in circulation "with more or less persistence" for ten years. It was common knowledge, too, that the rumour had been fought by the Boards' Association from its inception in 1919.

---

[1] Mark Cohen to E. C. Purdie, 11 July, 1927.
[2] Robert Stout to E. C. Purdie, 22 August, 1927.

At the Conference of Education Boards held in Wellington from 24 to 26 September, 1919, the Auckland delegates had been Banks, Bond, Garland, McKenzie and Purdie. The New Zealand Education Boards' Association, with Thomas Forsyth and G. L. Stewart, chairman and secretary respectively of the Wellington Board, as its chairman and secretary, had been formed "for the purpose of furthering the interests of good educational administration, making representations to the Government, disseminating information of use to Boards, exchanging opinions, and deciding upon the holding of conferences". The Conference had felt that it was essential for the curricula of the various educational units of the Dominion to be co-ordinated and placed under one control. The educational administration, it said, should consist of an administrative council of education, with the Minister of Education as chairman, which should have control of university, secondary, technical, and primary education, with boards and committees as administrative bodies; to it Parliament would allocate the amount voted for education and on it would rest the responsibility for expending the grant. The Association considered that it should be invited to send representatives to conferences convened by the Department for the discussion of matters within the province of the Boards' administration. It hoped that legislation affecting the powers or administration of Boards would not be dealt with by Parliament until the Minister had given the Boards a reasonable opportunity to make representations respecting the proposals; similarly, the Conference requested the Department to call a meeting of Board secretaries to inspect new regulations in order to arrive at an agreement in regard to their interpretation.

Board members must have been amazed at a clause of the Education Amendment Act of that Conference year. After stating that the Governor-General by Order in Council could make regulations on the grading of schools, staffing, salaries and allowances, the Act stated (Section 15, 2), "No regulation under this section shall be invalid because it deals with any matter provided for in the principal Act (1914) or is contrary to the provisions of the Act." Section 6 of "The Education Amendment Act, 1915 (2)" had made a similar provision: "The Governor in Council may make such regulation as he thinks necessary or expedient for avoiding any doubt or difficulty which may appear to him to arise in the administration of the principal Act by reason of any omission or inconsistency therein, and all such regulations shall have the force of law, anything to the contrary in the principal Act notwithstanding." The 1919 Conference resolved "that the Minister of Education be asked to resist any proposal to abolish Education Boards, or to so curtail their powers as to militate against the proper performances of their functions".

The next meetings of the Boards' Association after 1919 took place in January, 1921, and on 27 and 28 September, 1922. In 1921 the Government set up an Economy Commission to investigate and make recommendations on the question of curtailment of departmental expenditure. It was a body of heads of Departments and prominent officers in some of those Departments. Massey refused to make its report public, but Wright as the Member for Wellington Suburbs had access to its findings. One of its recommendations, unknown to the Auckland Board, stated: "We have come to the conclusion that the additional cost of administration much outweighs any advantage that comes from the local interest it may create. Decentralization is good if control is retained, but under present conditions effective control is lost. We consider the time has arrived when Boards should be dispensed with and their duties undertaken by the Department of Education, only the present local School Committees being retained." This Departmental "conclusion" was reached by officers unhampered by Board witnesses; they did not rely on an accumulation of evidence, neither did they consult local interests. Four months after the 1921 Conference the Auckland Board submitted its report for 1920. It expressed its alarm at the increasing tendency to centralize education. "Of recent years," said the Board, "no regulations have been framed, no legislation passed that does not supply evidence of this. The process of withdrawing power from Boards has been gradual, almost imperceptible, but nevertheless very real. A comparison of the powers and duties of Boards today with those of only ten years ago reveals radical changes. A Board of Education was then a body possessing powers of initiative. It is now practically an agent of the Department." The Board felt that local government created and stimulated that local interest which was the life of any movement. Members agreed that local administration of education had aroused tremendous interest in years past and that interest had brought about increased accommodation for the children, higher salaries for teachers, and better staffing. Their experience of the Department made them look upon it as "a resisting body" which was "not responsive to district needs or difficulties". "Our discretion and initiative," they said, "have been whittled down to the vanishing point. If whittled further they will disappear." In a reply to this criticism Parr said, "It is cheap and popular to talk about the evils of centralization, but as a rule when this is critically examined there is not much in it; indeed, it is generally local officials who, of course, are rather interested, who inspire such criticism of the department." This was a change of face from the time when he — as a very interested party — was posing as a local champion fighting the Boards' good fight against the evils of bureaucracy. Now that he was the ministerial head of the central department he found criticism of it "always vague and indefinite"; the remarks of the Auckland Board were "nebulous". It appeared that Parr was going to follow the practice of other Ministers and a noisy minority of the N.Z.E.I. and "discount the administration of the Boards, undervalue their foresight, minimize their efficiency, cramp their energies, and penalize their enterprise".[1] For many years "the Department had been belittling the work of education boards, cramping their efforts, confining their energies to narrow limits, shearing them of every possible function where originality and initiative were possible, persuading school committees that Codlin was their friend and not Short, and impressing Ministers and legislators with a belief that education boards were mere surplusage in the system, and could be abolished with advantage".[2] As Minister, Parr acted, to some extent, under the distant influence of Frank Tate and he saw in the Victorian system many features which he thought were admirable; in particular, he saw what could be done under a benevolent despotism. Later, when he was out of office, he saw in Victorian education to what depths of grey mediocrity a system could fall under Tate's immediate elderly uninspiring successors. But Parr must have known that New Zealand possessed a valuable asset which was hardly recognizable in Victoria; that was popular or lay interest in education. The origin of this healthy feature was to be found in Provincial days, and while occasionally it grew faint the existence of Education Boards and School Committees kept it generally in good health. When Tate made his investigation into post-primary education in New Zealand his first question at each conference was, "Is it expedient to continue sending so many free-place pupils to the regular high school?" He found that none was more emphatic in claiming secondary education as a right for all girls and boys than were the lay members of the conference representing local governing bodies, and the members representing commerce and industry. "I regard this as a very healthy sign," he said, "and if, as seems likely, it is a reflex of the popular opinion, it explains why New Zealand is prepared to spend upon public education a larger amount per head of population than any of the States of the Australian Commonwealth." In spite of their brief initial difference the relations of the Auckland Board with Parr were harmonious. Parr, as a former member, knew its value. Moreover, the Reform Party was opposed to the principle of centralization.

---

[1] Fred. Pirani in *The Dominion*, 10 January, 1921.
[2] *Ibid.*

At the Auckland Board's suggestion, the 1922 Conference considered the effect of the tendency to centralization of administration upon the efficiency of administration. It drew the Department's attention to the gradual increase in, and duplication of, clerical work required of Education Boards and it offered certain suggestions made by the Auckland Board, — that a scheme should be devised whereby dual checking of returns could be avoided, that the Department should accept the Boards' summaries of school attendances at the end of each quarter, except in December, when full particulars could be given, and that teachers' removal expenses should be added to each monthly pay-list in order to avoid correspondence accompanied by vouchers in each case. The Conference also suggested that in order to avoid preparation by the Board of duplicate pay-lists each month and the forwarding of them to the Department, the certificate of an auditor should be accepted, that the Department should not require a special return relating to the salaries of manual and technical instructors since the information was already supplied in the Board's monthly pay-list and that the same arrangement should apply to sick-leave particulars, that the system of checking in connection with manual and technical instruction should be revised in order to avoid duplication, and that in accordance with the annual claims for School Committee allowances the Department should accept claims on grade totals and not require Boards to furnish the average attendance for each school. The 1922 Conference also discussed teachers' emoluments, junior high schools, finance, staffing and appointments, secondary and technical education, school sites, courses of instruction and accommodation. And it protested "against the increased tendency to government by regulation that has obtained during recent years" and it urged "that the Act and Regulations be consolidated". On the day following the Conference the delegates were received by Parr. Banks, deputy chairman of the Association, brought under his notice a resolution which the Conference felt would strengthen and improve the relations between the Department and the Boards:— "That when the Department contemplates alteration in the Act or the Regulations dealing with the many matters affecting administration of the Act, copies of the suggested alterations should be supplied to Education Boards and the Education Boards' Association before being gazetted, and in time to admit of the Boards recommending such modifications as seem necessary." Parr promised "to give the matter careful consideration". Purdie informed him that the secretaries of the various Boards had met the heads of branches of the Education Department and "had entered upon arrangements for the formulation of a workable basis" between the administrative departments of the Department and the Boards. Parr was pleased to hear that they were endeavouring to reach a basis of amicable arrangement in administration. He added that he would not be a party to undue interference with local authority and that in his judgment it was in the interest of the children that local authorities should be given a potent voice in the administration of educational affairs.

Parr frequently expressed a wish for a conference with the chairmen and secretaries of Education Boards on matters affecting primary education, including such subjects as the question of limiting subsidies on voluntary contributions and the designing and construction of school buildings. Accordingly, a conference of chairmen, secretaries and architects was held in Wellington on 25 and 26 September, 1923; Banks, Purdie and Farrell represented the Auckland Board, Parr presided, and the Departmental officers present were Caughley, Strong, Bell, Spencer and Savage (architect). The architects met separately and submitted a report, but the general conference discussed teachers' residences, maintenance of school buildings, the appointment of teachers, the transfer of teachers when the grade of the schools fell, the compulsory transfer of teachers, the teachers' salaries scale as a cause of frequent transfers, the adequacy of advertising vacancies in the *Gazette,* the standard form of application for vacancies, consolidation of schools, subsidies on voluntary contributions, Board elections, School Committee allowances, financial questions and amending legislation; few definite conclusions were reached but Board members hoped that the discussion would lead to improvements in the system. Early in 1924 Parr again expressed his willingness to convene another conference composed of the chairmen and secretaries of Boards. Unfortunately, when the Conference met on 26 and 27 November, he was ill and Caughley presided in his stead. During the discussion on agricultural instruction Strong said that its weakness was lack of organization and co-ordination among the districts, so that one district could not benefit by the good work being done in other districts. Inspectors were in one branch, he said, and the agricultural instructors in another and the only effective way to secure co-operation was to bring them under Departmental control. Immediately, James Wallace of Otago disagreed. He thought a mistake had been made when the inspectors had been taken out of the service of the Boards. The matter was deferred "for further consideration to the next conference"! Caughley imposed on the credulity of the Board members when he told them that it was hoped to introduce legislation to simplify and consolidate the Education Act and invited them to send their suggestions to the Department so that there would be ample time for drafting the Bill! In 1957 — 33 years later — the Act was still unconsolidated. No Conference was held in 1925 and during the whole of his Ministry, from May, 1926, Wright refused to give his approval for one.

In August, 1927, Strong provided the Special Committee of the Reform Party with proposals for the re-organization of educational administration in New Zealand. His first proposal was the abolition of Education Boards and the extension of the powers of School Committees; his second proposal was the retention of boards for secondary and technical schools but the transference from them to the Department of such national responsibilities as the appointment of teachers. He attached to his manifesto a list of duties and responsibilities of new boards and School Committees, all of whom were to be elected by parents. But there was no power enumerated that Committees did not already possess. There was, however, one serious curtailment; the Committees were to lose any voice in the appointment of teachers. The consultative power was valuable when a person, for local reasons, was unsuited to a particular school. Strong said he would retain Boards for secondary and technical schools yet at the same time he reduced them to the position of ordinary School Committees; he omitted to say anything about the endowments of those bodies. The Auckland Board viewed the issue as one between democracy and bureaucracy.

Australia fascinated New Zealand educationists. With annual reports from each of the Australian States to hand Strong attempted to convince the parliamentarians that the administrative costs in New Zealand were unnecessarily heavy and were heavier than in any Australian State. The figures he quoted were:—

	Schools	Pupils	Cost of Administration	Cost per Pupil
New South Wales	3476	316,545	£75,153	4/9
Victoria	2640	237,744	£38,538	3/3
Queensland	1719	135,547	£25,360	3/9
New Zealand	2616	224,246	£100,889	9/–

Perhaps Strong had not read carefully the recently-published *Education in Australia*[1] wherein it was stated that Australia's educational problem was unlike that of any other nation. Unless Strong was comparing exactly similar data his case was false. His Queensland figure was obviously taken from the *Report of the Secretary for Public Instruction for the Year 1925* where, at paragraph 127, the administrative cost for 1924 was recorded as £25,360/0/3;[2] but he did not quote the preceding paragraph which explained that the cost of sites, buildings, and furniture was charged against the vote for services rendered by the Department of Public Works. These figures were included in the New Zealand amounts; had they been excluded the cost of administration by Education Boards would have been reduced from £48,000 to £30,000 since more than £18,000 was chargeable against the architects' department of the various Boards.[3] The Government was always eager to give "interesting figures" relating to the administrative costs of education boards. In November, 1927, Coates tabled a return which revealed that for 1926 the Auckland Board's total office salaries and expenses had been £18,460. But this amount included sums for teachers' removal and organizing teachers' expenses (£1059/19/2), annual examinations (£72/0/2) and pupil teachers' classes (£17/6/0) which were covered by Government grants and did not form part of the administrative cost; moreover the Board did not agree that special rates on school sites (£195/9/8) and grants for the purchase of sites (£523/10/1) should also be included in administrative costs. The Press had also informed its public that the cost of conveying children to school was £75,000 a year; this misleading statement had taken no account of the saving that had been effected in buildings, sites, maintenance, and payment of teaching staff.

Referring to the payment of salaries, subsidies, buildings and sites, and the supply and training of teachers, Strong said that the system of administration was grotesque in its roundabout and indirect action. He explained that the Department prescribed by regulation the staffs and salaries, but 9 Education Boards and 54 boards of governors or managers paid the teachers; the Department, he said, could do it at less than half the cost by paying the teachers directly. This of course must have been mere guesswork; moreover he did not intend to abolish the 54 boards. When he criticized the Boards' efficiency and accused them of making mistakes he must have overlooked a pay-list supplied by the Department to the Chairman of the Auckland Board which contained 58 proved Departmental mistakes over a series of months. When he spoke of unnecessary duplication of work by the Boards he should have proved at the same time that the oversight exercised by the Department was not burdensome and cumbrous and he should have justified the increased cost of Departmental clerical staff from £8629 in 1914 to £21,613 in 1924. Strong said that the Department provided the subsidies but only indirectly; Committees applied to Boards, the Boards applied to the Department, the Department replied to the Boards, and Boards replied to Committees. The Auckland Board felt that it could deal with local matters better than the Department; further, the Department insisted that deposits had to be made with the Board of all contributions — a process which frequently entailed the cost of double exchange. In the case of Bayfield a subsidy was applied for on contributions of £1000 raised by residents; the Department at first granted £450 and then, after years of correspondence, an additional £350, and at August, 1927, the Committee had still not been subsidized to the full extent. On the matter of buildings and sites, Strong said that Boards prepared plans which were frequently redrafted by the Department. As a rule, a plan drawn by the Auckland Board's architect for a building was accepted by the Department and it seldom happened that redrafting took place. The administrative cost of the architectural branch of the Auckland Board was at the rate of 2.4 per cent. of the capital expenditure entailed in the building operations undertaken, or, if the cost of maintaining over 700 buildings were included, the cost did not exceed 3 per cent. No clerk of works was employed as in the case of Public Works, and the supervision was undertaken by the Board's staff. When the Boards' Association Conference of September, 1922, had given its opinion that it would be a retrograde step to place school building works under the control of the Public Works Department, Parr had stated that he saw no advantage in asking it to do work in connection with schools and that he was opposed to it. The Board's staff contended that the appointment of architects to Boards for the special purpose of attending to all matters pertaining to educational works, including maintenance and improvements to school grounds, was essential if a high standard of buildings and low cost of administration were to be maintained. The Board, said Strong, made inquiries in regard to sites and buildings, but the Department had to make independent inquiries, since the Department, through the Minister, was responsible to the Government for the expenditure. Perhaps Strong had forgotten that in 1921 the Board had urged the Department to acquire a piece of land on the Winstone Estate at the corner of Richardson and May Roads, Mt Roskill, at a cost of £800; the Department had not given its authority until February, 1926, when £1785 was paid for the section. Instances such as this convinced the Board that its judgment was essential when land was to be purchased. Strong complained that although the Department controlled the supply and training of teachers it had to act through the Boards and add to the amount of overlapping and duplication. "No business firm would tolerate such a cumbrous and roundabout organization of its operations," he said. "No businessman," said the Board, "would show such lack of trust in its local representatives as the Department appears to show towards Boards." Before the Board could advertise a vacancy in the Manual and Technical Branch, the Department had to give its authority, and before a candidate could be appointed the Board had to recommend him to the Department and then receive approval. Strong did not admit that the complexity and faulty drafting of regulations which made interpretation difficult and created unnecessary correspondence could have added to the cost of administration of both Boards and Department. The Board saw the real remedy for nearly every objection made by the Department to lie in the simplification and clarification of the regulations; auditors would then have been in a position to decide whether the charges made had been in order or not. Even lawyers were frequently in difficulty over education regulations and law. The Board observed that the growing complexity was indicative of faulty Departmental methods. In the month that Strong presented his case, amended regulations were issued on the examination and classification of teachers, the appeals of teachers against their grading, probationers, free places, manual and technical training, secondary schools, training colleges and junior national scholarships; in less than four months there were regulations relating to attendance registers and returns, salaries, grading and staffing, school and class libraries, free school books and stationery, payment of subsidies on voluntary contributions, the examination and classification of teachers, leave of absence, length of school year, free places, training colleges, and examinations for elementary kindergarten certificates.

---

[1] G. S. Browne *et al.*, *Education in Australia* (London, 1927).
[2] Strong did not give 1925 figures which showed an increase of £1909/1/4.
[3] See *Appendices to the Journals of the House of Representatives, 1926*, E.-2.

The maintenance of 9 large offices for primary schools and numerous smaller offices for secondary and technical schools in addition to and apart from Government offices had led to duplication and overlapping which Strong said could not be justified even in times of prosperity. He pointed to the fact that there were in some towns separate offices dealing with primary schools, secondary schools, technical schools, child welfare work and medical officers, but he did not add for the benefit of the Reform Committee any scheme showing what offices would be maintained, the exact saving of each office, and the cost of the change of plans. Strong alleged that there was an unnecessary multiplicity of public bodies dealing with education in New Zealand. Of secondary school bodies he named 25 secondary school boards, one Secondary School Boards' Association, one Principals' Association, one Assistants' Association, one Teachers' Association, and Parents' Associations; bodies concerned with technical schools were 29 boards of managers, one Technical Schools' Association, one Technical Teachers' Association, and numerous advisory committees representing the trades; connected with primary schools there were 9 Education Boards, 2500 School Committees, one Education Boards' Association, several School Committees' Associations, the New Zealand Educational Institute, several Headmasters' Associations, an Assistant Masters' Association, and a Women Teachers' Association; there were 5 Kindergarten Associations; and there was still the General Council of Education. The inclusion of many of these organizations, particularly the teachers' associations, was unfair if not dishonest and the Committee must have been amazed at Strong's reasoning whereby he proposed to abolish bodies to reduce multiplicity and yet retain more than 2700! Strong was aware that School Committees would have no power to express their grievances and press their claims if Boards, their official mouthpieces, were abolished. He looked upon the nationalization of the education system as "unavoidable" because the Government had been "forced" year after year to curtail the powers of Boards. The appointment of teachers, he said, had to be in accordance with the national grading and classification lists; schools had to be staffed and salaries paid in accordance with a national scale; there were national — not district — scholarships; allowances to School Committees were on a national scale; grants for sites and buildings had been nationalized; and the Boards had no inspectors of schools since the inspectorate had been nationalized. The Auckland Board did not look favourably upon the nationalizing of inspectors; it had resulted in a lessening of the control which employing Boards had over their employees and it had so increased delays in the Board obtaining reports concerning district needs that it had been found necessary to appoint an advisory inspector. "The necessity for providing equitably for the various education services on a proper basis," said Strong, "has deprived the Boards of one function after another till there is so little left to the discretion of the Boards that there is now no justification for their retention." For proof, he advised the Committee to examine the order papers of the Boards. On 11 August he had wired the Auckland Board, asking for the order papers for its last two meetings. Purdie also sent him order papers in connection with meetings of the Executive Committee; at that time the Board met on the first and third Wednesdays of each month and the Executive on each Friday morning. It is unbelievable that Strong should have expected parliamentarians — including Forsyth — to believe that an agenda paper could have given them more than a mere indication of the amount of work and the duties undertaken by a Board.

Strong proposed that during a transition period the Department should take over the administrative work of the various Boards, gradually reduce staffs, reorganize the work "and effect economies"; he thought that a different territorial division might be necessary "in the interests of economy and efficiency". With a vagueness that was characteristic of his report he gave no indication what territorial divisions there would be, how the offices would be staffed, the cost of their staffing, and the estimated saving. The senior inspector was to become the Department's chief administrative officer in each district, and under him he would have an education officer corresponding "roughly" to the secretary of an Education Board. It would appear that Strong had no idea of the amount of correspondence carried on by a large Board. The amount expended by the Auckland Board on ordinary correspondence, together with all teachers' salary notifications and School Committee allowance notifications but excluding circulars to schools and School Committees, between 4 January and 27 August, 1927, was £168/7/2; taking the cost of each letter on an average to be 1d, the number of letters issued was 40,406; the amount expended on circulars to schools and School Committees for the same period was £47/15/9; outward telegrams cost £124/5/0; the sum expended in the posting of parcels was £73/11/7 and the cost of unpaid correspondence for the period was £62/6/10.

Under the Strong administration inspectors in the course of their ordinary inspection duty were to collect information and make reports on sites and buildings. Had any of the Reform Committee read Strong's report on the work of 1925 when he was chief inspector of primary schools (dated 4 June, 1926) they would have wondered where inspectors would find the extra time. "Stated in general terms," said the earlier Strong, "the duties of an Inspector of Schools in New Zealand comprise the grading of teachers, the making of at least two unannounced visits to the schools in his charge, the setting and marking of papers for the Junior National Scholarship Examination and occasionally for other public examinations, and the sole responsibility of conducting the Standard VI examinations for proficiency certificates. The awarding of grading-marks to teachers occupies from a fortnight to three weeks in the larger districts; the consideration of appeals against grading and the determination of interim gradings through the year absorb additional time, and when further periods occupied in examination work are deducted there is too little time left for the actual work of inspecting schools." On 26 October, 1916, Anderson, then Director of Education, wrote to the Board a long memorandum in which he stated, "However competent the senior inspector may be to advise upon and direct in detail, or conduct correspondence upon matters of the Board's administrative work, these in the Department's views are not properly to be considered within the functions of an inspector. His duty is primarily and essentially that involved in inspecting and examining schools." Anderson stated, too, "With regard to sites and buildings and applications for new schools, it is not contemplated that such matters should be regularly referred to the inspector for special investigation and report." A month earlier, on 27 September, Mulgan had written to the Board, "During the course of the last few months I have received several memoranda from the Department drawing my attention to the amount of time I am devoting to purely Board business, and during the director's recent visit to Auckland I have received definite instructions to the effect that the Department desires me to undertake a larger portion of the work involved in the inspection of schools. I am writing, therefore, to ask the Board to be good enough to make such arrangement as will relieve me of practically all work with the exception of that involved in the inspection and examination of schools." Strong's next officer would have been a supervisor of buildings "with such workmen as might be required". There was no indication whether this person would be a qualified architect giving first-hand instruction or whether he would be under an inspector who had little technical knowledge. Child welfare officers were to be appointed but in addition to their ordinary work they were to take over the duties of attendance officers. There were to be itinerant instructors such as organizing teachers, physical instructors, agricultural instructors and manual training instructors but Strong intended to reduce the number of manual instructors by using the existing staffs of technical schools. And finally there would be "a small staff — mainly typistes"; he did not give actual numbers with the schedule of the duties of each but he was satisfied that the Committee would approve the word "small".

Under the Strong reorganization the Department would add to its duties the appointment of teachers by means of an appointments board consisting of the chief inspector of primary schools, the chief inspector of secondary schools, the superintendent of technical schools, and three teachers representing primary, secondary and technical schools. During 1926 the Board had appointed 57 head teachers, 200 sole teachers, 303 assistant teachers, 37 probationary assistants, 76 substitute assistants, 544 relieving teachers, 17 secondary assistants and 1 organizing teacher, a total of 1235 appointments. Strong gave no information on how his proposed appointments board would sit or the cost of it; he did not refer to the appointment of relieving teachers, the hearing of complaints, or the consultation with School Committees. The salary and other payments affecting all schools were to be made by the central office "employing about one-third of the present staff engaged in this work". The parliamentarians must have wondered how the Department's officers were employing their time if they could take over additional multifarious duties! The Department would also prepare plans of all new buildings and it would acquire all sites. Finally, the Department would take over control of training colleges.

Strong proposed to maintain building and repair gangs in each district but he did not indicate how they would be checked so as "to effect considerable economies". Large new buildings or additions were to be erected by the Public Works Department, or the Education Department would call for tenders in each district. Smaller new works would be done by the permanent gangs and urgent maintenance work would be done by School Committees. The cost of the suburban Point Chevalier school worked out at 13/8 per square foot, the country Maketu school at 15/3 per square foot, and the Maungaturoto residence at 12/6 per square foot; it was unlikely that the Department could have built them at cheaper rates. Strong did not divulge how the cost of urgent maintenance work was to be controlled; when the Rangiahua School Committee had asked for £67 for certain fencing the Department had given it £30 to complete the work. All purchases of stationery, fuel, timber, groceries, equipment and school material were to be made at government contract rates. In 1926 the Department had offered to supply maps to the Board but the Board had declined to purchase them because it was buying the same maps at less cost under contract; and during the War the Department had bought 20 tons of galvanized iron for the Board which the architect could not use and it had to be sold at a loss. Conveyance and board were to be arranged on a capitation basis by School Committees on certificates by teachers who would be directly responsible to the Department. The Department would undertake the responsibility for all hostels but it would require the co-operation of the local School Committee. Education reserves would be handed over to the Lands Department. Strong told the Committee that by abolishing the Boards there would be a saving of at least £71,000 (and probably "at least £10,000 additional"); in the same table of figures he gave "the present cost of Boards" as £68,500!

Letters supporting the Board came from many School Committees, including Horahora, Kaitaia, Mt Roskill, Mangapehi, Ponsonby, Kohimarama, Rotorua, Otahuhu, Paeroa, Waituhi, and Whitiora. The Board also received encouragement from the Headmasters' Association and a well-attended general meeting of the Auckland Branch of the N.Z.E.I., held on 14 April, 1928, passed a resolution which stated, "This meeting strongly disapproves of any attempt to abolish or to curtail the powers of Education Boards as at present constituted." These expressions of opinion by teachers interested the Board for in July, 1927, Mark Cohen had told Purdie that the N.Z.E.I. — particularly Parkinson — had started an agitation favouring the abolition of the Boards. The stream of protests caused the government to hesitate. "It may be," wrote Savage on 27 August, "that the present system is not without fault, but when one is faced with the destruction of the principle of local government, it becomes a matter for determined opposition." And he assured the Board that it could "always rely upon my very best efforts in opposition to any move towards centralization". [1] On 13 September he informed Purdie by wire that during the debate on education that afternoon Wright had stated definitely that until "a proper investigation" was made no legislation dealing with Education Boards would be introduced. Strong, however, continued to warrant Purdie's description of him, — "A mariner setting out with a faulty compass to an unknown shore."

The labours of Strong to substitute his own activity for that of local bodies made Forsyth and others read J. S. Mill's essay *On Liberty*. "A State which dwarfs its men," said Mill, "in order that they may be more docile instruments in its hands even for beneficial purposes — will find that with small men no great thing can really be accomplished; and that the perfection of machinery to which it has sacrificed everything will in the end avail it nothing, for want of the vital power which, in order that the machine might work more smoothly, it has preferred to banish." Strong was responsible, too, for men's thoughts turning upon another question quite apart from that of centralization. Board members, because they were not experts on pedagogical matters, were often subject to the criticism that they were inadequately equipped to administer the Education Act. Now the pendulum had swung to the other extreme. The Director of Education may have been a successful schoolteacher but as an administrator he had failed to win the country's confidence in his ability. He gave point to the expression that "education is too serious a matter to be left to the educationists".

[1] M. J. Savage to E. C. Purdie, 27 August, 1927.

The General Election of November, 1928, was marked by a political landslide. After an administration of 16 years the Reform conservatives found themselves outnumbered by the Liberals — now called the United Party — and a few Independents. The Reform government was defeated in the House of Representatives on 7 December, Coates resigned, and Sir Joseph Ward — another Victorian importation — became Prime Minister, with Harry Atmore, Independent member for Nelson, as Minister of Education.

Atmore approved of the Boards' Association holding a Conference from 28 to 30 May, 1929 — the first since November, 1924. Each Board sent its chairman, secretary and one other member; the Auckland delegates were Burns, Dunlop and Banks. Banks was elected chairman of the Association's committee on staffing and salaries, while Burns and Dunlop were members of the finance and building committees respectively. "The Boards of the Association," said Forsyth, "enter the present Conference with the most earnest, the most friendly desire to discharge wisely, impartially and effectively, the trust imposed upon them by the electors whom they represent." He resigned as chairman of the Association and J. Wallace, chairman of the Otago Board, was elected chairman of the Conference. Atmore told delegates that he would be pleased to see a Conference held annually. He said that he regarded the Boards as an essential and most important member of a great co-operative undertaking; but he dwelt on the great need for unification of administrative control and for a complete remodelling of the educational system. The Conference, too, was of the opinion that some measure of unification of control of primary, secondary and technical education was necessary and it was decided that each Board should investigate the matter individually; this plan was abandoned later when Atmore announced his intention of convening a conference of representatives of the various educational bodies throughout the Dominion. Frank Tate, in 1925, had been surprised to find that the administration of the secondary and primary branches of the New Zealand system had so few points of contact. "This is a shortcoming," he said, "which should be remedied." The Conference was emphatic that any proposal for the unification of local educational authorities would not have any advantage over the existing system unless the new Boards were given more power than they already possessed. It asked the Government to repeal Section 6 of "The Education Amendment Act, 1915 (No. 2)" and Section 15 of "The Education Amendment Act, 1919" wherein absolute power was given to the Department to control important sections of the education system by regulation. The Association again asked the Department to arrange for adequate consultation with Education Boards in regard to proposed amendments to the Act and to regulations affecting the administration or powers of Education Boards. And it again asked for a revision and consolidation of the Education Act and the regulations made under it.

CHAPTER 37

UNIFICATION OF CONTROL

By an Order of Reference of 8 November, 1929, the Education Committee of the House of Representatives was given power to sit during the parliamentary recess "to consider all matters relating to education and public instruction generally, the training of teachers, higher education, technical education, the education and care of mentally deficient children, manual instruction, and any other matters affecting education". The members of the Committee were William A. Bodkin (Central Otago: United), chairman, Harry Atmore (Nelson: Independent), Minister of Education, George C. C. Black (Motueka: United), Rev. Clyde L. Carr (Timaru: Labour), Peter Fraser (Wellington Central: Labour), Henry Holland (Christchurch North: Reform), Colonel Thomas W. McDonald (Wairarapa: United), Alfred J. Murdoch (Marsden: United), George R. Sykes (Masterton: Reform), and James A. Young (Hamilton: Reform). These ten laymen, whose collective experience of the local administration of education and first-hand knowledge of systems of other countries, was almost negligible, were given the task of investigating the whole system of education in New Zealand and reporting on its possible reorganization. New Zealand's legislators considered that this inexpert group could accomplish this task during the few months that Parliament was in recess. The secretary was W. I. Deavoll, Private Secretary to the Minister of Education. The Committee used as one of its authorities the report of a Consultative Committee of the English Board of Education entitled *The Education of the Adolescent.* This Committee, chaired by Sir William Hadow, included among its 21 members such well-known figures as Dr Ernest Barker, Dr A. Mansbridge, A. J. Mundella, R. H. Tawney, Lord Gorell, Sir Percy R. Jackson, Miss E. R. Conway, Miss Lynda Grier, W. W. Vaughan, W. C. Watkins, W. H. Webbe, and J. A. White; it included educationists and representatives of the world of finance and industry. Yet on its restricted terms of reference this committee of acknowledged experts spent nearly three years! Still, according to Atmore, "voluminous evidence" was received by Bodkin and his Committee; this, together with personal investigations enabled the members to arrive at "the unanimous conclusions" recorded in their recommendations. It is only one of the singular features of this strange Report that ten men who professed to differ fundamentally in their personal philosophies of life should have agreed to be of one mind on a subject which is united indissolubly with the social and economic life of a people.

The Committee took evidence in Auckland from 18 to 22 November; on the 23rd it went south to Rotorua, Matamata, Hamilton, Te Kuiti and Pio Pio; after visiting New Plymouth, Feilding, Palmerston North, Christchurch, Dunedin, Oamaru, Oxford, Rangiora, Blenheim and Nelson, it returned to Wellington on 14 December and continued its deliberations there. The Committee had to report to the House "before the expiration of fourteen days after the commencement of next session". But in May, 1930, Ward fell ill and was compelled to resign the post of Prime Minister and leader of the United Party to George W. Forbes; he died on 9 July and in respect, the House adjourned. It was not in session on the fourteenth day and the Committee went out of existence; it was revived by a special motion on 15 July and the first part of the Report was presented to the House of Representatives.

Section 1 of the Report dealt with the complicated subjects of the termination of primary education at 11 plus years of age, compulsory education to 15 years, exploratory courses to determine aptitudes, consolidation of schools, bursaries and the place of agriculture in all school curricula. It appeared to Burns that a great deal of evidence had been offered both for and against the proposed changes. "The members of the Committee," he said, "heard experts and interested persons argue the pros and cons of every phase of the question; they visited all types of schools and saw the work being done in experimental schools, and as a result were able to submit well-considered recommendations." His view on their findings concerning these highly professional subjects was more sympathetic than his opinion of the recommendations contained in the Section on administration. The most vociferous opposition came from the boards of secondary and technical schools. Professor A. P. W. Thomas, chairman of the Auckland Grammar School Board of Governors, saw in the whole Report "a distinct bias against the secondary schools". He criticized the proposal to take away from the local governing authorities the right to appoint teachers and transfer it to a National Appointments Committee. This body was to be constituted in a manner similar to the existing Grading Appeal Board and the system of appointment was to include provision for, — (1) Preparation of Teachers' Classified Roll, (2) Preparation of an annual Promotion List within each classified group, based upon inspectors' reports, copies of which should be supplied to the teachers, (3) Appointment by National Committee, which should also have power to transfer, reasonable removal expenses to be paid in cases of compulsory transfer, (4) All appointments to be made in the same month of the year, with consequential appointments in the month following; vacancies then remaining to be filled by transfer, and sufficient permanent relieving staff to be maintained to fill casual vacancies until next period of appointments, and (5) Right of appeal to Teachers' Court of Appeal against (a) non-inclusion in the Promotion List; (b) suspension, dismissal, reduction of salary, non-appointment, or transfer to a lower paid appointment. "How can such a board know the special qualifications of particular teachers?" asked Thomas. H. J. D. Mahon, headmaster of the Auckland Grammar School, spoke about "our secondary schools" as "great historic institutions" which perpetuated a "healthy tradition" and gave that as a reason why he did not think the appointment of teachers by a National Committee "would work". He maintained that because conditions in secondary schools were more complex than in primary schools, the headmaster must have some personal knowledge of the teacher who was to act under him. It was just this "patronage basis" of appointments that the Report deplored. The Otago High Schools' Board issued a statement repudiating the suggestion that personal, social, or religious considerations had ever influenced any appointment made by it. "All appointments," it said, "have been made on merit and on merit alone." Yet it seems reasonable to expect a headmaster, in considering applicants, to place great emphasis on their personal, social and even religious qualities; and if a staff were to be chosen automatically "on merit" — whatever that is — a National Committee could do it equally as well as a local board of professors and self-styled "business men". It was not improbable that the situation could arise through a Dominion-wide shortage of teachers in a particular subject, say mathematics or science, that the small-world "traditional" attitude of Mahon would be jettisoned for the more expedient one of accepting the first suitable applicant — even before applications had closed officially. This does not occur in a centralized system of teacher-appointment. Other recommendations made in the Report disturbed secondary schoolteachers: — "That there should be only one Teachers' Register for the whole teaching service; that a new salary scale be prepared covering the whole Education Service, with a view to the elimination of anomalies at present existing as between the primary, secondary, and technical services, and between men and women teachers; and that this scale should be based upon the principle of the payment of the teacher instead of the payment of the position, together with recognition of family responsibilities; that the system of numerical grading hitherto in use in the primary service be abolished in favour of classification by inspectors in broad groups based upon teaching efficiency". It is noticeable that primary schoolteachers did not agree with Mahon when he said that there would be a lot of disgruntled primary schoolteachers if the Report were adopted. F. Garry, headmaster of Mount Roskill, said that a National Appointments Committee would place the appointment of teachers in the hands of an impartial professional body. This was a development which primary teachers had always wanted. He said that it would remove the "uncertainty and horror of appointments by local bodies". And H. F. Penlington, president of the N.Z.E.I., informed Atmore that "about 6000 primary schoolteachers from North Cape to the Bluff" were in favour of appointments being entrusted to a National Committee. Under the existing system, Boards, in consultation with the inspectors, made appointments; they had little discretionary power in selecting a teacher for a position, but they made the appointments and so became the employers of the teachers.

The Board of Managers of Seddon Memorial Technical College approved of the proposal to terminate the primary school course at 11 plus; it questioned the establishment of intermediate schools between primary and secondary schools and at the same time it confirmed the principle that it would be preferable to attach junior schools to the senior schools. It approved of the proposals for further consolidation of schools and the teaching of agriculture. Mahon disapproved of the recommendation that the funds then applied to the provision of National and University Entrance Scholarships should be used for the purpose of providing maintenance bursaries to assist deserving pupils to continue their education to the higher stages, the awards not to be based upon competitive external examinations but upon the recommendation of the senior inspector. He was convinced that the best candidates could not be selected without a compulsory examination. Both Mahon and F. W. Gamble, headmaster of Mt Albert Grammar School, took exception to the Committee's views on accrediting for senior certificates (Chapter XV). Although the system was in operation in other countries, Mahon had doubts whether the New Zealand public would be satisfied, and in words which were, in fact, an indictment of the existing standards of secondary-school teaching and which could have been used as a very strong argument for centralization, Gamble said, "It is a question whether employers will accept the new certificates owing to the different standards at the various schools." The scale for the University Entrance Examination indicated the relative value of subjects: — Latin — 600 marks, mathematics — 600, French — 400, agriculture — 300, home science — 300, history — 200, and geography — 200. In the National Scholarship Examination scale the Committee said the emphasis was wrongly placed:— Latin — 400, French — 400, mathematics — 400, history — 300, agriculture — 200, home science — 200, and geography — 200. Expressing the opinion of his fellow iconoclasts, Atmore said, "We must do away with the absurdity in this technical age of the worship of the ancients in classical and academic education." The classicists, never slow to wrath, replied with their customary lack of restraint. The *Herald*, for example, gave space to one correspondent who demonstrated, with reference to a prominent politician, how early training in Latin and Greek could endow one with a sense of proportion, a standard of value, a profound respect for the truth of words, and perennial happiness; the writer would have been more convincing if his example of the product of a classical education had not been Stanley Baldwin.

The Auckland Board was quick to express its disapprobation of Section 2 of the Report on administration. Atmore, in a letter to the School Committees of the Auckland District, stated that the Board's opposition to the Report was due to "a vested interest in positions held for many years". It was an ungenerous remark directed at men such as Burns, King, Banks, Boddie, Purdie, Brownlee, Sims, Snell, Patterson, Primrose and Wells who gave their time and talents unselfishly. The opposition of these men arose from a conscientious belief that centralization was opposed to the best interests of education. "I am disappointed with the report," said Purdie. "The country schools especially will suffer very greatly in the case of centralized control. I look upon the Board as an intermediate body between the people whose interests are at stake and the Department which controls the funds." Brownlee made a prophecy that Parliament would never sanction the proposals regarding centralization and that any Bill on those lines would be shelved. Wells thought that the first section of the Report was a step in the right direction but he protested against the proposed centralization of control. "The next step will be a dictatorship," said Snell, "and then we will be reduced to serfdom." King said, "After reading the Report I wondered why the Government had gone to the expense of sending round a Parliamentary Committee to take evidence when the committee has accepted almost *en bloc* the representations of the Director of Education and officers of the Education Department."

At the Education Boards' Conference in 1929 Atmore had stated that he was in favour of retaining Boards and of increasing their powers. The parliamentarians also stated that they were "genuinely desirous that the Boards should occupy a dignified and important place in the new system", and in this generous mood, they recommended that the Boards be denuded of their functions and defined their duties as the organization and co-ordination of schools, disbursement of the proposed bursary fund (scholarship funds), consolidation of schools, development of agricultural education, establishment of a vocational guidance organization, and organization of district educational libraries. Yet it was the duty of the Departmental inspector or superintendent to co-ordinate and superintend the whole educational organization of the district; the award of bursaries was to be based "upon consideration of individual cases recommended by the senior inspector or superintendent of each Education District"; the vocational guidance office, after its establishment, would be under a qualified Departmental officer — an arrangement that followed naturally upon that by which the Department would control the syllabus of instruction, school certificates, inspection of schools, and classification and appointment of teachers. For its readers' guidance the *New Zealand Herald* explained what had happened to New Zealand education; using words from the Report it said that "the *de lege* provincial organization of the New Zealand education system has become wholly at variance with the *de facto* existence of final authority today in the hands of the Minister and Department of Education"; but, said the *Herald* "it is straining language to make this mean that the Minister and the Department have exceeded the powers given them by Parliament"![1] Commenting on this "interpretation" Burns said that if the words from the Report meant anything at all they meant that the Minister and the Department had already exceeded the powers granted to them by Parliament. The Board objected as much to the methods adopted by the Recess Committee as to some of its recommendations. "If I did not know that two officers of the Education Department wrote some of that report — including the part about the dignity which is coming to Education Boards," said Burns, "I would have thought it was the writing of Mark Twain."

Strong described the system of educational administration in New Zealand as "most unbusinesslike". "An example of overlapping", he said, "is furnished by the system of paying salaries. Each Board maintains a staff of clerks to pay salaries which under our national system must be paid in accordance with a uniform scale set out in regulations. But, in order to prevent waste due to inaccuracies and overpayments not in accordance with the regulations, the Department must itself have a staff of clerks to check the Boards' payments. In every State in Australia no difficulty is found in paying every teacher directly from headquarters, and the same could be done in New Zealand, thus saving the expense of duplicating staffs." Strong apparently convinced the Committee that the work in a Board's office of making up monthly pay-lists was similar to the work in the Department's office of checking it. The Boards handled all the correspondence from teachers regarding applications for leave of absence, appointment of relieving teachers and changes of staffs; this involved a considerable amount of correspondence but all that the Department saw of it were entries on pay-lists and sick-leave returns. Boards also arranged the payment of each teacher's salary at a specified bank, supplied each teacher with a cheque book, posted advice of salary amounts to the schools when necessary, received and answered numerous enquiries in regard to the computation of salary rates, and dealt with other allied matters which did not come within the scope of a Departmental check. "A further instance of overlapping," said Strong, "is furnished by the system in vogue in connection with school buildings. Each Education Board has its own architect and workmen, while the Department's architect has either to draw the plans himself or scrutinize those furnished by the Boards' staffs. Some of the buildings are erected by the Boards' workmen, others by contract, and still others by the Public Works Department. School buildings are public buildings, and the Public Works Department has branch offices in every place where there is an Education Office, and in other places as well. How unnecessary is this duplication when the Public Works Department could do the whole work itself!" H. J. Thornton, secretary of the Nelson Board, said that the architect to the Education Department had never on any occasion drawn a plan for any building that had been erected by the Nelson Board. The Nelson Board had 109 schools and residences damaged by the earthquake of 17 June, 1929, and the Public Works Department's offer to attend to the repairs at Westport school was gratefully accepted. The Board's staff completed the work in the 108 districts before the Public Works Department had commenced at Westport, and in September, 1930, the work had not been completed. W. H. Swanger, secretary of the Wanganui Board, could not recollect a single case where the Department's architect had found it necessary to prepare plans of a building to be erected by the Wanganui Board. The executive of the Auckland Chamber of Commerce opposed the suggestion that the work of maintenance and building of schools should be placed in the hands of the Public Works Department, and the Auckland Builders' Association viewed with disfavour "the proposal to centralize in Wellington the management of the affairs of the Education Department so far as it affects the control of building operations". "The present system," it said, "which secures intimate and effective supervision and direction, has proved to be very satisfactory over many years." Strong was ungenerous to the existing Public Works Department if he expected its staff to do all the school work in addition to its existing work without any increase in numbers. Schools were placed in remote districts to which Public Works building staffs never went in the course of their ordinary duties. Boards always feared that if the Public Works Department took over school work education would have no special claim on its services before railways, police, post office, and other Government departments, and work would be delayed. If Strong had had his way the proposed Boards would have had no control over the design of the buildings or the expenditure on them; there would have been no incentive to improve the buildings in plan or design by the interchange of ideas and by experimentation. Boards saw the grave danger that stock designs would be used irrespective of site conditions — a fact that Strong, with his professed knowledge of Australia, must have known too. All Boards were proud of their staffs of specialists whose whole professional knowledge was devoted to the design and equipment of school buildings and they did not wish to see this specialized branch thrown in with the building of bridges and roads.

---

[1] 29 July, 1930.

In a paragraph which combined the flattery of politicians with the nebulousness of the Director, the Committee placed on record "its high appreciation of the part taken in our education system by the School Committees, the members of which are deserving of the sincere thanks of the community and every encouragement in their public-spirited labours". In its anxiety "to enhance the prestige of these Committees and to strengthen their position" the Committee "relieved" them "of useless and unreal powers" and granted to them a residuum consisting of "matters relating to the care of the grounds, buildings and equipment of the school, the provision of libraries, playing-areas, swimming pools, assembly-halls, and all those almost innumerable things which create about a school that atmosphere and that tradition without which it is a formal, lifeless thing". It was no more inconsistent than many other parts of the Report that the lowly School Committees should be invested with power to provide assembly-halls; perhaps the parliamentarians hoped that School Committees would be so delighted with their apparently increased authority that they would not notice the omission of a reference to those vitally important matters, capitation and subsidies. Under the existing system, the Education Department made capitation grants to Boards based on the average attendances of the schools for the preceding year. The Boards then distributed allowances to School Committees in accordance with a scale provided by the regulations. School Committees were required to account for the expenditure of those moneys and also for all other funds which passed through their hands. In New Zealand the School Committees had the power of expending no less than £105,000 annually in capitation allowances, apart from voluntary contributions and subsidies. The examination of School Committees' accounts was carried out by the Boards' staffs. "The payment of subsidies on sums of money raised by School Committees," said Strong, "is another example of wasteful overlapping. It is obvious that subsidies must be on a uniform basis throughout the Dominion, and consequently the Department must itself decide the amount of subsidy to be recommended to the Minister. At present all correspondence has to pass through Education Board channels, and clerks are employed unnecessarily duplicating correspondence. There is no good reason why School Committees should not send their applications for subsidies direct to the Department." But before a Committee's claim for a subsidy was ready for transmission to the Department, it was necessary for the Board to investigate the application, the money had to be lodged with the Board, and the purpose for which the subsidy was to be used had to be approved by the Board. The Department merely received a summary of claims and a copy of each Committee's application form. Strong did not endear himself to Education Board officers when he said that they were paid salaries out of all proportion to their responsibilities! The Recess Committee said that the "evidence" by Strong (page 51) clearly showed that there had been overlapping where there should have been co-operation. But while it followed Strong's wish and recommended that the national Department take over the payment of teachers and the distribution of capitation allowances, special grants and subsidies, it gave to local education authorities the responsibility of providing sites, buildings and equipment (page 116). It made the vague and timid suggestion that the District Education Board, with its intimate knowledge of the needs of its district as a whole should advise the Government as to what was required, and then undertake the immediate supervision of the work on its behalf. And it also gave its opinion (page 49) that the provision of adequate school sites, buildings and equipment upon an equal basis for all districts should lie with the national Department!

The Committee advocated a scheme for the complete unification of local control within each Education District. Three of the existing nine Boards were to remain unchanged — Taranaki (New Plymouth), Nelson (Nelson) and Southland (Invercargill); the remaining districts were to be subdivided "in order to provide effective local control" — Otago (Dunedin and Oamaru), Canterbury (Greymouth, Christchurch and Timaru), Wellington (Blenheim, Wellington and Masterton), Wanganui (Wanganui and Palmerston North), Hawkes Bay (Napier and Gisborne) and Auckland which was to be divided into North Auckland (Whangarei), Auckland Urban (Auckland) and Waikato (Hamilton); the total number of boards in this plan was 18. The committee suggested that adequate office accommodation could be provided in the senior high school in each centre; this arrangement would "enable substantial economies to be effected in the total administrative cost of the system". The Committee "suggested" that each Board should consist of five classes of members, — representatives elected by (a) popular vote, (b) local governing bodies, (c) School Committees and councils, (d) teachers, and (e) representatives of Agricultural and Pastoral Associations and Employers' and Employees' Associations recommended by those bodies for appointment by the Governor-General in Council. But "it was not prepared to make any recommendation" (page 48) and thereupon recommended that one of the powers and duties of the national Department should be "the appointment of nominated members of Boards" (page 53). The Committee also proposed that the senior inspector of a unified inspectorate or district superintendent of education should be *ex officio* secretary and treasurer of the Board; he was to be relieved of mechanical clerical work in order that he could "co-ordinate and superintend the whole educational organization of his district" (page 48). But the Boards too, were to find in "the organization and co-ordination of the schools within their respective areas a worthy and responsible task" (page 52). It was clear to everyone that the duty of the senior inspector would be to act as the mouthpiece of the Director and Department by whom he was appointed. The naïve Recess Committee considered that the combination of the officers of senior inspector and secretary of the Board would remove the possibility of friction between the Department and the Boards! It was a strange arrangement whereby an elected local body would have its chief executive officer appointed by the Government. Yet when Atmore spoke at the official opening of the Owairaka school, Mt Albert, on 9 December, 1930, he defied anyone to go through the Report and show a single proposal which would have the effect of centralizing control in Wellington! A few days earlier he had made the incomprehensible explanation that "the senior inspectors will not control the boards as at present but the boards will control them"![1] "When I read that it was proposed that the chief executive officer of the new boards was to be the senior inspector of schools, who would be given the title of superintendent of education, and would also act as secretary of the Board," said W. H. McIntyre of Nelson, "I could not understand how this could be brought about, but when one realizes the amount of work at present being done by education boards that is to be transferred to the central department the reason is quite obvious. The board as proposed will have practically no powers at all. In fact I cannot understand why it is suggested that they should be set up." In his opinion it was essential that the secretary of a Board should be a capable business man and a servant of the Board.

The Recess Committee was of the opinion that unification of control of the existing primary, secondary, and technical education in New Zealand was desirable. It placed on record its high appreciation of the valuable work done by the separate secondary and technical high school boards in the development of post-primary education in New Zealand. "The splendid grammar schools, high schools, technical high schools, and colleges," it said, "in which the young people of New Zealand enjoy the inestimable advantage of free secondary education today could never have been brought to such a pitch of efficiency had it not been for the unselfish devotion of the members of the post-primary school boards in the cities and towns concerned." After paying that tribute the Committee recommended their abolition except as individual school councils, with the principals or directors as their secretaries. The Auckland Grammar School Old Boys' Association passed a resolution expressing the opinion that the proposals of the Committee "involved the destruction of a system which had produced the Auckland grammar schools with their fine record". The Committee attributed the absence of a point of articulation between primary and secondary schools and the failure to establish a training school for secondary-school teachers to the independent organization of post-primary schools. The Department had full control over those matters yet the Committee suggested that the Department was responsible for the training of teachers for the "elementary service" and not for the post-primary. "Without fear of contradiction", the Committee ascribed to the different controlling authorities the neglect in New Zealand of "exploratory manual, domestic and agricultural courses as the means of revealing special aptitudes to which purely literary studies formerly denied an outlet". As a shining example of what could be done it held up Victoria's centralized system! Children who attended Victorian schools in the 'twenties did not encounter exploratory courses; there was no easy or frequent transfer of pupils involving high schools, junior technical schools and domestic arts schools; and the agricultural high schools were one of Tate's failures. For the delay in extending the junior high school system in New Zealand, post-primary boards put the blame on the lack of money and lack of policy on the part of the Department. The Committee was of the opinion that unification of control would rid the country of "the objectionable social distinctions which have hitherto tended to divide those who have received a secondary education from those who have not, as well as those who have received an academic education from those taught in the technical schools". The powers enjoyed by managers of technical colleges were considerable. They had a large measure of control of the administration and finances, they appointed the teachers and paid their salaries, they made arrangements for new sites, buildings and additions, and they dealt directly with the Department. The Recess Committee proposed to take away those powers. Under the existing administration, too, the principal or director of a technical college was appointed secretary by the Board of Managers but under the proposed scheme the secretary would have been a Departmental officer. The Committee recognized the "vigorous expansion" of free technical education, the technical high schools which constituted "one of the most satisfactory features of the New Zealand education system", and "the new spirit operating through the technical high school movement" which had so permeated the post-primary sphere that even the traditional secondary schools could no longer withstand "its vitalizing force". The Committee thereupon proposed to devitalize the Boards of managers in the name of "uniformity", "unification", "consolidation" or "amalgamation". In its efforts to avoid a fragmented administration the Committee possessed remarkable facility in damning with fulsome praise.

---

[1] See the statement made by Atmore and published in the *Nelson Evening Mail*, 3 December, 1930.

As he had done in 1927, Strong again produced figures which, he said, presented a comparative cost of educational administration in Australia and New Zealand. They showed that in New South Wales the annual cost per pupil was 5/4, in Victoria 4/-, in Queensland 4/1, while in New Zealand the cost was 9/2 per pupil. In the Report of the Minister of Public Instruction for New South Wales for 1925 the cost given was 9/4 per pupil; in the 1927 Report the cost of administration was given as 8/5 per pupil on the average roll and 9/9 per pupil in average attendance; and in 1928 the Minister reported that the cost of administration and school inspection was 9/8 per pupil on the average. Perhaps Strong deducted the cost of inspection to arrive at his figure of 5/4 but anyone who had heard an Australian district inspector ventilate his grievances would have been aware of the fact that far too much of an inspector's duty was administrative. The mere quoting of figures was valueless unless all conditions were the same and all calculations were made on the same bases. Taking into consideration the area of the states and the distribution of their population the Committee should have questioned the value of comparing Queensland (670,000 square miles) and New South Wales (309,400 square miles; excluding Federal Territory) with Victoria (88,000 square miles) and New Zealand (104,750 square miles). But it stated that there was "no marked disparity either way between the Education Services of the Australian States and our own". It is possible that had the Committee travelled in Australia as it had toured New Zealand it would not have made that remark. Strong and the Committee cited New South Wales as an example of effective administration yet in his Report for 1927 the Minister of Public Instruction for that State wrote, "Upon taking office during the latter part of the year under review, it was obvious to me that, although good progress was being made in many directions, several sections of the education system were not receiving the financial support essential to their proper development." An investigation which he ordered showed "that there were 1451 classes, comprising 38,741 children, who were improperly housed in weather-sheds, corridors and makeshift buildings, and that the enrolment in the Secondary Department during the last decade had practically trebled, but the accommodation during the same period had not kept pace with the enrolment". These disturbing facts accentuated the urgent necessity for a vigorous building programme. "It is estimated on a conservative basis," the Minister continued, "that a total expenditure of £3,325,194, of which not less than £2,100,000 must be provided from loans, will be necessary over a term of three years, if the existing arrears of accommodation and equipment are to be wiped out." And when D. H. Drummond, the New South Wales Minister, returned to Sydney on April 30 from a visit to New Zealand he commented particularly on the extent to which local government had been developed. New Zealand, he said, provided a striking contrast with New South Wales, where decentralization was long overdue. Strong must have quoted Australian figures believing that all was well with that country's administration or at least hoping that the Committee would think so. The Recess Committee recommended that the national Department should retain the administrative control of the Native schools and the Child Welfare Branch. In the Report, the Department received credit for the economical manner in which it administered 134 Native schools with a population of 6671 at a cost of only £1147 a year. No explanation was given as to how those figures were compiled; and Strong did not explain that the cost of Native schools was calculated on the roll, whereas that for Boards was calculated on the average attendance. The Committee was fascinated by Strong's misleading figures and it refused to see any difference between cheapness and efficiency. Yet it stated that it was "strongly opposed" to Strong's proposal that the existing Boards should be abolished; it was convinced —

the Report read — that "the public of New Zealand would rather bear the burden of the extra cost of the present system than change it for one of bureaucratic control, however much cheaper the latter may be". Apart altogether from administrative efficiency and educational quality, Boards did not admit that they were responsible for the burdensome extra cost. "It is significant," said Burns, "that since 1916 the administrative cost of Boards has increased by slightly over 50 per cent., but the administrative costs of the Department have increased 200 per cent." Boards had always contended that unnecessary expenditure was due partly to the complexity of the Department's own regulations and partly to unnecessary checking and supervision in Wellington.

In Section 3 the Recess Committee presented its recommendations on such extensive problems as university reorganization, the training of teachers, higher technical education, school-leaving certificates and the university entrance examination, State financial assistance for deserving students who desired to proceed to higher education, and the organization of education (including post-primary education) by local education authorities. The Committee also covered the fields of the school medical and dental service, open-air schools, homework and corporal punishment, special classes for backward children, and the education of the deaf. In accordance with its terms of reference to consider "any other matters affecting education" the Committee made recommendations on religious instruction in State schools and alluded briefly to the League of Nations, the education of native races, teachers' superannuation, contact with educational administration abroad, and the Council of Education. The Committee's Report opened with the boast that prior to the War, New Zealand had led the Empire in opening the doors of higher educational opportunity to the children of the nation. At their last chapter, the members returned to the agreeable subject of self-commendation; they believed that no time should be lost by the Dominion in the endeavour to resume its place in the vanguard of educational progress. After that immodest *blague* the Committee exhorted the Government to embark at once upon the full scheme of reorganization envisaged in its Report "notwithstanding the present financial stringency". But it emphasized the point that reorganization was quite impossible so long as the various types of schools were controlled, and the teachers appointed, by many separate authorities. "Neither is there any possible hope of effecting such essential reforms," it added, "as the reduction of the size of classes, the raising of the compulsory school age, the increase in the Committees' capitation, or the adjustment of the teachers' salaries unless, first of all, steps are taken to reduce drastically the altogether disproportionate amount of money which the existing system consumes in administration." Penlington had said that there was no justification for the cry of "more centralization" in connection with the proposed powers and duties of the national Department. Atmore even said that a careful study of the proposals would show that they provided for decentralization to a great degree. In its last paragraph the Committee reiterated its opinion that before there could be any change-over there would have to be "administrative unification of control". Not centralization, not the concentration of administration at a single centre — merely unification of control!

CHAPTER 38

THE HANDS OF ESAU

In the 'thirties, men "liv'd in wrath and gloom". It was a confused, precarious and tragic decade, "a darkling plain" on which economic insecurity, pillage, imprisonment and killings brought —

neither joy, nor love, nor light,
Nor certitude, nor peace, nor help for pain.

Ezra Pound's words, "a botched civilization" sum up the situation, and while New Zealand was mercifully spared much of the violence that rent the older countries of the world, it did not remain unaffected by the economic depression. The years provide the economic historian with a fruitful hunting-ground — reduction in pensions and salaries, replacement of a graduated land-tax by income-tax, mortgagors relief legislation, amendments to the industrial conciliation and arbitration system, the adjustment of national expenditure, the raising of the exchange rate, the institution of a sales tax of 5 per cent. on wholesale sales, debt conversion, the incorporation of the Reserve Bank, restrictions on the export of frozen beef and veal, legislation which affected the marketing of primary products, the State Advances Corporation, Social Security, export licences and import control regulations, and a price tribunal.

"The Finance Act, 1931", which affected all persons employed in the Education Service within the meaning of "The Public Service Superannuation Act, 1927", reduced salaries by 10 per cent. and provided for reduced grants to Education Boards from 1 April. In order that the year's financial programme could be considered in the light of loan moneys available, the Forbes (United) Government decided, at the same time, that all Cabinet authorities in connection with the acquisition of land or the erection of buildings, in respect of which no definite commitments had yet been made by the Board, were to be cancelled. Part II (Education Amendment) of "The Finance Act, 1931 (No. 2)" authorized the establishment of bursaries for secondary or higher education but it also abolished the Council of Education, District Advisory Committees, and Junior and Senior National Scholarships. This Act repealed "The Education Purposes Loans Act, 1919" and abolished the Education Loans Account; amounts required for the erection of school buildings now had to be paid out of the Public Works Fund as appropriated by Parliament for the purpose. A general order of the Arbitration Court, dated 29 May, 1931, reduced all rates of pay and allowances prescribed by awards and industrial agreements by 10 per cent. In Britain, at the beginning of August, there was a serious break in sterling and a run on the Bank of England; on the 23rd the Labour Government resigned and the shallow MacDonald formed a National cabinet which included Stanley Baldwin and Neville Chamberlain; a month later Britain went off the Gold Standard and in October there was a mass demonstration by Civil Servants who had suffered twenty-three salary cuts since 1921. In New Zealand the Reform and United parties combined on 22 September to form a Coalition Government with G. W. Forbes (Hurunui) still as prime minister. Atmore, former signwriter and decorator, Social Credit disciple and supporter of State liquor control, resigned his post as Minister of Education and was succeeded by Robert Masters, a member, not of the elected House of Representatives, but of the nominated Legislative Council. The Coalition won the December General Election with 51 seats (United 21, Reform 29, Independent 1) against Labour 24, Independent 4 (including the Speaker) and Country Party 1. It was in this month of December that work on the Cunarder "534" — later named the *Queen Mary* — was held up and the Brazilian government ordered the destruction of one million bags of coffee a month.

On 27 January, 1932, Lord Bledisloe, the Governor-General, appointed G. Shirtcliffe (chairman), J. J. Esson, A. Macintosh and J. L. Griffin of Wellington and J. Begg of Dunedin to be a Commission "to review and report on the public expenditure in all its aspects, to indicate the economies that might be effected if particular policies were either adopted, abandoned, or modified, and generally to make recommendations to the Government for effecting forthwith all possible reductions in public expenditure". They were required to use all diligence and submit an interim report not later than 1 March. Inquiries commenced at Wellington on 3 February, the period was extended a week, and on 8 March — just over a month later — an Interim Report was presented. Of course it was impossible for the National Expenditure Commission to examine in detail the whole of the public expenditure so it "dealt with certain Departments which seemed to offer scope for considerable economies". It endeavoured to frame its recommendations in accordance with three principles, — first, the rise in the value of money made a revision of money obligations both reasonable and necessary, second, the position of the public finances made it necessary for the State, no less than the individual, to consider seriously what it could afford, and third, the trade and industry of the Dominion could be restored only by the strictest regard to economy. The Commission "examined" the Permanent Heads of Government Departments and "considered" all available evidence! That the recommendations relating to education were Strong's there was no doubt; that they had considered "all available evidence" was a figment of the imagination. The economists treated the "evidence" as confidential and did not publish it; but much of it had been given in 1927 and in 1929-30. The voice was Jacob's voice but the hands were the hands of Esau.

The investigating economists went back to 1914 and, without acknowledging what extensions and improvements had been made, reported an increase in the cost of the education system. From that they concluded that a very substantial reduction was necessary — one, of course, which would not cause undue suffering to the system. To them the expenditure on education had been lavish! They said, for example, that even under normal conditions it was doubtful whether the country could absorb the output of four training colleges. "Two training colleges," they stated, "will be ample for many years to come." And so they recommended the closing of the Wellington and Dunedin colleges and the saving of £7000. They recommended, too, the abolition of allowances to training college students — at that time £72 for females and £76/10/- for males, with a boarding-allowance of £27 a year for students living away from home — and the granting of a limited number of bursaries to the value of £26 a year with a boarding-allowance of £26 a year for students living away from home. If this were adopted they expected the saving to be £40,000 in the first year and eventually to reach £90,000. Until 1925 the admissions to the Training Colleges had not been centrally controlled. In that year the Department had taken the necessary power by regulation and, in its own words, "assumed the responsibility of controlling the supply".[1] In the following year, 1926, an amended scheme was issued setting forth the number of probationers to be employed each year and showing that by 1930 no trained teachers would be unemployed. One of the Department's officers was warned verbally by the Auckland Board's appointment clerk that too many probationers were being taken on but he replied that the Department had better facilities for gauging the position than the Boards could have and that everything would be all right! By 1927 unemployment among qualified teachers was already a problem and in that year the Department conducted an inquiry into the extent of the evil. Even in 1926-27, some time before the depression, there were between 100 and 200 unemployed teachers. In 1927 the Department made the official statement, "If there is a surplus of teachers in 1927 the mere cutting down of the number of entrants to the profession in 1928 will not affect the unemployed problem in that year."[2] In 1927 — when the unemployment figures stood at over 100 — Strong was reported to have said, "Only ignoramuses talk of a superfluity of teachers."[3] In December, 1927, the Auckland Board wrote to the Minister informing him that the numbers of students admitted to the training colleges had always been in accordance with the directions or expressed wishes of the Department and drew his attention to the fact that there were at that time 252 teachers in the Auckland district without permanent positions. On 8 June, 1929, a deputation from the Auckland Branch of the N.Z.E.I., led by Spenceley Walker, informed Atmore that of the teachers who had left the Auckland Training College in the years mentioned, the following numbers were at that date still out of work: 1923, 6; 1924, 7; 1925, 12; 1926, 23; 1927, 103. This deputation suggested two steps, first, to make probationary assistants (students in their fourth year of training) supernumerary to school staffs, and second, to limit the number of teachers going into the training colleges. To the second proposal Atmore replied, "A reduction in trainees must be brought about. I am satisfied that we are training too many teachers." And he concluded with the words, "If anyone is to blame it is the Department, that is the Minister, and I accept it."[1] Then in July, 1931, at a time when the number of qualified unemployed teachers stood between 700 and 800, Strong repeated a statement he had made in 1927. "A common mistake, made by most Boards and teachers' associations," he wrote, "is that the problem of unemployment can be solved immediately by appointing a greatly reduced number of probationers or admitting many less students into the training colleges. It seems difficult to get people to realize that the number of probationers appointed in any year must be based on the staff requirements five years afterwards." The estimates made by Caughley and Strong proved disastrously inaccurate. An unconvincing reason for this state of affairs given by the commissioners was that during a period of financial depression there was a reduction in the number of retirements from the service, more particularly through the non-marriage of female teachers. Another reason put forward was that teaching staffs were being restricted more closely to the numbers specified in the various Regulations. But after making allowance for these, and for the number required as relieving staff, there still remained a large number of teachers out of permanent employment on whom the country had spent about £200,000. In 1931 there had been 140 men and 269 women in the Auckland Training College. The numbers of students were reduced in 1932 to 132 men and 200 women. Owing to this reduction the Board was forced to disestablish the Epsom Associated Normal school and to reduce the number of model schools at the Normal school from five to two.

---

[1] *Education Gazette,* 1927, p. 148.
[2] *Education Gazette,* 1927, p. 149.
[3] *National Education,* April, 1929, p. 99.

The commissioners proposed that country manual training centres be closed and that manual instruction to Standard V pupils be discontinued. The estimated saving by the first recommendation was £5000 and by the second £13,000. Most of the centres were carrying out courses of instruction suited to the needs of their districts. In practically all the centres boys attended from the secondary departments of district high schools and the work covered by those boys was that most suited for the trades they proposed to follow. Thus boys who proposed to take up farming were given a course in farm woodwork, and those who proposed to enter the building trades were given a course covering elementary building construction. In his report on the education system of New Zealand, Tate of Victoria had written, "The district high schools may be made a most effective aid in developing a good system of technical instruction. At present they appear to me to devote too much attention to what are usually called 'high school' subjects. No doubt, before long the work will become genuine 'continuative work' of a distinctly practical nature, having close relation to the material needs of the districts served by the schools." The economists solved the educational problems of the closing of manual training centres by announcing that ordinary staffs could provide handwork instruction. With neither pedagogical authority nor simple tact they said, "There should be little, if any, loss of efficiency if this were done." At a time when educational authorities

[1] *National Education*, April, 1929, p. 99.

elsewhere were stating that a more definite place should be given to manual instruction in the school curriculum the New Zealand commissioners' recommendation appeared a retrograde step. Primary teachers were recommended to use waste material instead of "special materials" for handwork; this would inculcate habits of thrift and save New Zealand about £1000. In April, 1931, the Department had already decided not to place orders for handwork supplies for 1932 and it had suggested to the Boards that they recall any unused stock for re-distribution and that they encourage teachers to make full use of waste material. A further saving of £500 was expected to be made if physical instructors in the two training colleges also visited the schools since schools were open for a longer period than colleges. Instruction in sewing was to be given "in the home" in cases where it had been given by part-time teachers in single-teacher country schools under the control of male teachers; this expedient would save the £3000 expended by way of capitation. The commission recommended the dismissal of the 22 agricultural instructors; ordinary teachers could continue their "agricultural clubs" but "little, if any, harm would result from the discontinuance of this class of instruction" and £11,000 would be saved. The cost of printing and distributing the *School Journal* was £6500; the economists calculated that a saving of £7000 could be obtained if children were charged 1d a copy, the money to be deducted from capitation grants of School Committees! They also recommended that the supply of free school-books to pupils should be discontinued — but parents, teachers and School Committees could "gather" them and pass them on "free" to pupils who needed them, and so save the country £2000. No grant had been available for the purchase of books for school or class libraries since June, 1931 and in September, 1931 the Department had already discontinued the free supply of work books and scheme books to teachers. The commissioners were appalled at the "unwarranted enormous expenditure" of £118,000 a year on the conveyance of children to primary, secondary and technical schools. In order to effect a saving of £50,000 they recommended, first, that free conveyance to all post-primary schools should be discontinued, second, that boarding-allowances should be discontinued and the pupils taught through the Department's Correspondence School, and third, that the conveyance allowance paid for primary-school children should be discontinued except where a conveyance system was instituted for the express purpose of saving the expense of establishing or re-opening a school of at least Grade I. During 1931 the Department and Education Boards were fully aware of the urgent necessity to keep down the costs of conveyance. Boards instructed School Committees to reduce the distances run and to secure the lowest tenders; and in October the Department requested Boards not to make fresh contracts and not to renew existing ones without special approval. Because they were convinced that the pupils would receive adequate training through the Correspondence School — and also because £12,600 could be saved — the commissioners recommended the closing of the Grade 0 schools which had an average attendance of from 1 to 8. In the name of economy — a matter of £1750 — if not of racial relations, the Shirtcliffe committee recommended that no more Native-school Scholarships should be given; the ordinary facilities which existed in New Zealand primary and secondary schools, it said, should meet the need for native children also. It also recommended that the law should be amended to provide for the abolition of the reservation of the Opaku Reserve for the purpose of providing Taranaki Scholarships, tenable at University colleges, and for the payment of the accumulated funds (£28,000) and future revenue (£2200 a year) into the Consolidated Fund. While a considerable body of opinion feared that the Proficiency Examination had a depressing effect on schools, the economists saw in it a source of revenue — £3000 if each candidate paid a fee of 2/6. Fees for intermediate or senior free-place certificates (5/-) and for higher-leaving certificates (10/-), an increase of fees for teachers' certificates from £1 to £1/11/6, and a fee of £3/3/- for certificates issued to teachers from abroad were also expected to produce £1400.

The commissioners were "informed" that a considerable number of School Committees finished the year with credit balances. To them this indicated that the allowances paid to them were liberal and could stand a reduction of 10 per cent. and thus save £10,000. If the investigators had only inspected the balance sheets of School Committees they would have discovered that the credit balances, where they existed, were the result of voluntary efforts supplementing the capitation grant. The commissioners recommended a further reduction of £23,700 annually in the grant for maintenance of school buildings. They had been assured that most of the buildings had been kept in very good repair; they did not state if they had been advised that grants for that purpose had already been reduced by nearly one-half and that Boards were working on a minimum. They recommended that the special capitation for science classes in primary schools should be discontinued; teachers could depend on improvized apparatus, the efficiency would be "somewhat lessened" but £6000 would be saved. A reduction from 7/6 per pupil to 4/- (saving, £3000) in the rate of capitation allowances to Boards on account of secondary pupils in district high schools and for science classes in secondary schools was also recommended. A further proposal affected Secondary School Boards. The commissioners recommended that the capitation allowance of £2 to those Boards for incidental expenses should be reduced to £1/15/- and a saving of £2000 effected. If this reduction pressed heavily upon the Boards, they said, an extra effort should be made in the direction of economy in administration! At that time the affairs of the Auckland Grammar School Board were managed by a board of governors, unpaid, a secretary, three clerks and a working foreman of works. The number of pupils at the five grammar schools was about 3000, the teaching staff 118, and the endowments had a rental value in normal years of £12,000 a year. The board was charged with the management and administration of considerable farm and city property forming its endowments. An exact local knowledge and a degree of business experience were required to discharge effectively that trust, and for years the various committees of the board had provided those requisites free of charge! Incidental allowances to Technical

School Boards were also to be reduced from 25 per cent. of the salaries paid to 20 per cent., thus saving £5000.

By Section 79 (7) of "The Education Act, 1914", a teacher's salary was maintained at over-scale rates when the attendance at a school fell. In the case of primary-school teachers the over-scale salary was sometimes maintained indefinitely, and in other instances for 5 years unless the teacher had been offered a transfer. This generous treatment encouraged teachers to remain in "easy" positions. The commissioners recommended that the period should be limited to one year, and that those teachers who had drawn over-scale salary for a period of one year or more should be notified that the payment would cease immediately; the estimated saving was £3000. According to the commissioners it had been established in New Zealand, in so far as secondary and technical schoolteachers were concerned, that the ratio between the salary of a female teacher and that of a male was approximately 4 : 5. The ratio, they said, had been used in the English Burnham scale and it had been adopted "for the most part" by Australian States. This reference, like so many made by Strong, was misleading. In New Zealand there were no women at the head of large schools; there were no women inspectors. Among men teachers the percentage of head teachers was 38 while among women it was 4.6. The position was worse than the figures indicated for, while 191 women out of 4115 were head teachers, their schools were all in the lower grades, ranging from 3A and 3B to one or two Grade 4 infant schools. To the logicians it seemed an anomaly that the differentiation should exist in the case of secondary and technical schoolteachers and not in the case of primary-school teachers, and for that reason alone — and the fact that it would save £75,000 — they recommended that the salaries of primary-school teachers "should be brought into line". They did not regard it as anomalous that the average salary of adult teachers in primary schools was £281, in secondary schools, £373, and in technical schools £369, or that in the case of male assistants, the average in secondary schools was £402, in technical schools, £407, and in primary, £304. A further recommendation was made that allowances to teachers for the performance of special duties should be abolished and £5800 saved.

The economists "carefully considered" the minimum age of admission to primary schools and after weighing all the evidence on the subject recommended that it be raised from 5 to 6 years; they calculated that this would result in an immediate saving of £11,000. Another subject to which they gave "careful consideration" during their month's inquiry into the whole of the national expenditure was the extent to which the system of free post-primary education had developed. They had no hesitation in saying that the cost had outgrown the ability of the country to pay. A junior free-place holder then could have free secondary education for two years or, in some cases, for three years, but in no case beyond the year in which he reached the age of 17 years; if at the end of his free-place period, the pupil were qualified in the opinion of the Department to benefit by further education, he was awarded a senior free-place, which was tenable until the end of the term in which he reached the age of 19. The commissioners recommended that the cumulative tenure of junior and senior free-places should be reduced by two years, the free-place terminating at the end of the year in which the pupil reached the age of 17 years. Mahon of the Grammar School said that such a measure, if adopted, would tend to ruin higher education. If the age limit were reduced he feared that it would mean the disappearance of the post-matriculation sixth form. The commissioners regretted that boys and girls were encouraged to proceed to secondary schools "as a mere matter of course"; this view had prevailed to such an extent that there were in secondary schools many pupils "who had not the ability or aptitude to profit by the free but costly instruction" and many who perhaps had the ability but were lacking in the desire to profit by it. It did not occur to the economists during their careful consideration of this extremely large and difficult problem that there could possibly have been any inadequacy in the type of secondary education which succeeded the primary stage. They suggested a more rigid examination for free-places followed by a "weeding-out" of those who failed "to benefit by their post-primary opportunity". Just what was to become of the inferior members the commissioners did not reveal. They found it difficult to estimate the savings but "as far as can be judged" they would "eventually approximate £30,000". As a titbit worth £3000 to the Consolidated Fund, they suggested an increase of 33⅓ per cent. in fees for accountancy and trade classes at technical schools.

The economists of the conference table reviewed the budgetary position, discussed motor-taxation, the defence vote, racing clubs and the Singapore Base, and argued about fixed incomes. But they were remote from simple things, they were out of touch with country schools, and for the sake of statistics they ignored human beings. In no part of their report was it more obvious that Strong had saved them the necessity of giving "careful consideration" to education than in the section devoted to administration. "It is clear," said A. St Clair Brown of the Grammar School Board, "that on the pretext of economy, the Atmore report, of unhappy memory, is once more being trotted out by the apostles of bureaucracy and centralization, who dominate the Education Department in Wellington." With most laudable industry the commissioners "considered in detail" the administrative cost of the educational system in New Zealand as compared with the cost in the Australian States. The misleading comparison of costs was evidently supplied by Strong who had endeavoured, on at least two other occasions, to abolish Education Boards in a similar dishonest way. The figures were not a fair comparison, they were not based on similar data, but on them the economists based their considered opinion that the New Zealand system was "unduly expensive". In 1904 Frank Tate had admired the intense interest taken by the New Zealand public in educational questions due mainly to the system of local government. Since then, he had built around himself a centralized system, and in the *Year-book of Education* (1932) he wrote his own panegyric. The economists quoted some of his words which they hoped would refute any suggestion that under centralized control there must be mechanical uniformity and loss of freedom. There must have been many Victorian teachers, parents and children during the 'twenties and 'thirties who missed the experience of sympathetic control and keen local interest in school affairs. Tate applauded his own efficient administration yet the Board of Inquiry which reported on Victorian education at the end of 1931 stated that the Education Department, with its heavy expenditure and large staff and ever-increasing activities, was too expensive a concern for one person to control effectively; the Board was forced to the conclusion that adequate consideration had not been given to the financial side of the Department. Looking back with pride over 30 years Tate said that the men at the head of a centralized department must be stimulating, have driving-power and vision, and by their inspiring leadership gain the loyalty and devotion of the service. Strong's vision was limited to New Zealand and Australia, and it is possible that during his rare flights of imagination he saw himself as a New Zealand Frank Tate. The words of Tate at the time of his retirement, together with their conviction that Australian costs were comparable with those of New Zealand's few centrally-controlled Native schools, convinced the commissioners that the Board system should be abolished — and £50,000 saved.

The commissioners were of the opinion that "the abnormally high cost" in the Dominion was due largely to the complicated system of control; they referred to control by Education Boards, Secondary School Boards, and Technical School Boards, as well as by the Department. Many of the old speeches in reply were made by the different Boards. The case for centralization put forward by Strong and his devoted team was vitiated by the inaccurate figures produced. In paragraph 1126 of the final Report, for example, a table was given purporting to show the administrative costs of the various Education Boards. In that table the cost of administration in the Auckland district was shown incorrectly as 3/9 per unit of average attendance — it should have been 3/7. The cost in Taranaki was stated to be 6/4; the correct figure was 5/5. Again, in paragraph 1133, the commission stated that the cost of administration of Education Boards had been out of proportion to the increase in school attendance and had occurred notwithstanding substantial reduction in the duties of Boards. In support of that statement a table (paragraph 1134) gave a comparison between the years 1915 and 1930 in regard to clerical staff and the number of schools under each Board. It was stated that in Auckland in 1915 there was a clerical staff of 11 which had increased by 1930 to 27 — an increase of 145.5 per cent., while in the same time the number of schools had increased from 645 to 779, an increase of 20.8 per cent. In fact, the number on the Auckland office-staff in 1915 was 18 and the increase was consequently only 50 per cent. During the same time the average attendance in Auckland schools grew from 44,877 to 63, 092, an increase of over 40 per cent., while the money handled by the office increased during those years from £325,421 in 1915 to £881,735 in 1930, an increase of 170 per cent. The commission referred largely to 1930 figures yet the figures for 1931 were available. In Nelson alone the cost was £500 less in 1931 than it had been in 1930 and in 1932 it was still being reduced. The use of out-of-date, as well as incorrect, figures misled the public. "The bulk of the expenditure of the Education Boards," said the commissioners, "is in the payment of teachers' salaries." Either they were unacquainted with Section 32 of "The Education Act, 1914" or it was a crafty way of misleading the public into believing that the bulk of the work of a Board was the payment of salaries. When, in April, 1932, it discussed the commission's Report, the Education Boards' Association — chaired by Burns of Auckland — pointed out that the cost of administration was only a small item compared with the huge total of educational expenditure. "Had Departmental officers," it stated, "been as assiduous in improving the system of local control as they have been in usurping the powers of Boards, New Zealand would now probably have had as nearly perfect and as economical a system as it would be possible to evolve, and the complicated system of control at present in existence and complained of by the National Expenditure Commission would never have been developed. Even making allowance for the difference in value of the £1, the great increase in expenditure from £1,631,172 in 1915 to £4,101,933 in 1930 calls for more than passing comment." In a part of the Report which, for macabre humour, was reminiscent of the Atmore Report, the economists stated that honorary School Committees should be retained — there would be no loss of efficiency — and School Councils could maintain local interest; and thereupon they subtracted £10,000 from the Committees' grant.

The Boards' Association requested Strong to give it "such information as will show in detail how the estimated saving of £50,000 is arrived at". "If the Boards are abolished," said Strong, "the Department's estimate of the extra cost involved in the Education Department is — (a) clerical assistance, £5000, (b) postages, £1000 and (c) printing, stationery, etc., £1300." The £50,000, he said was an estimate made by the commission and he was not in a position to say by what re-organization the commission considered the saving could be effected. It was a strange statement to make considering the method of investigation adopted by the commissioners. The Department, however, estimated that a saving of £50,000 could have been secured as follows, — abolition of Education Boards (£35,000), abolition of High School Boards (£6000), abolition of Technical School Boards (£2000), office accommodation (£4000) and purchase of supplies in bulk (£3000). There were no details — a tacit admission that the Department had not prepared any definite scheme of re-organization and that the estimates were based on the merest supposition. The Boards' representatives — Auckland's were Burns and Dunlop — regarded Strong's figures as "valueless" and "absurd". There were 52 Boards whose expenses of administration totalled £69,339 in 1930 yet Strong seriously suggested that for £7300 the Department could undertake the whole of the work. The Association submitted some proposals upon which a scheme of administrative re-organization could be built. The principal officers of the Department, it said, should be an administrator to control the business side and a director of the educational policy of the Dominion. The functions of the Department should include the preparation of legislation and regulations, the classification and grading of teachers, the control of examinations, the determination of school staffs and teachers' salary scales, the prescription of the syllabus of instruction, the control of the Child Welfare Branch, and the preparation of estimates of expenditure for submission to Parliament; and the powers and duties of Boards should include the establishment, maintenance, and control of public primary, secondary, technical and Native schools, the appointment of their own officers and teaching staffs, the control of the inspectorate, the conveyance and board of pupils, the establishment of school districts, the establishment of school libraries, the control of teachers' training colleges, and the administration of funds granted by Parliament and all other funds that might become the property of the Boards.

In February, 1932 Britain became a protectionist country after eighty years of free trade. The Lausanne Conference on reparations and war debts (June-July) was followed by the Ottawa conference of representatives of Britain and the Dominions on Imperial preference and tariffs. During 1932 and 1933 in New Zealand the rates of pay prescribed in several awards were reduced in new awards; and railway employees in 1932 and permanent farm hands in 1932 and 1933 suffered reductions in their wage-rates. "The National Expenditure Adjustment Act, 1932" applied to all persons in the Education service; it reduced salaries and the grants to Boards. Salaries that did not exceed £225 at 31 March were reduced by 5 per cent.; those between £225 and £720 were reduced by 10 per cent.; and those above £720 were reduced by 12½ per cent. Part V (Education Amendment) of "The Finance Act, 1932" limited the right of teachers to continue to receive over-grade salaries (Section 34).

Strong retired on 30 April, 1933 after a service to education which had started at Waimate District High School in 1887. His teaching experience was gained in South Canterbury, Gisborne and Wanganui, until the Wanganui Board appointed him one of its inspectors in 1904; he became chief inspector in 1920. He was an uninspiring, insular and uninformed assistant director (1926) and director (1927) who saw himself as a Hogben or a Tate, and his years of high office were marked by the hasty preparation of a primary-school syllabus, the publication of the Atmore Report, and an implacable — yet badly organized — war against the Board system. With the Minister, in the difficult, depressing years just before his retirement, he withdrew the grant for handwork material, dispensed with itinerant physical instructors, did not replace a specialist in school music, reduced grants to Education Boards,[1] withdrew subsidies on voluntary contributions, withdrew junior and senior scholarships, reduced the inspectorate, postponed the appointment of assistants for large classes, dispensed with organizing teachers, withdrew contributions to school and class libraries, reduced travelling allowances and high school and junior high school incidental grants, dispensed with part-time commercial instructors in

[1] In April, 1932, for example, Cabinet decided to reduce by £20,000 the grant for the maintenance of primary school buildings over the Dominion, and from 1 April the Board's grant for maintenance was reduced from £2400 to £1100 a month.

district high schools, reduced grants to university colleges, reduced grants to technical schools for administration, reduced grants to training college students, reduced the grants to Education Boards for maintenance of buildings, withdrew the remote allowance to teachers, reduced the amount paid for boarding State wards, abolished the Council of Education, withdrew subsidies to public libraries, reduced the grant to Massey College, and restricted the expenditure for buildings — a depressing, yet incomplete, catalogue. In the Birthday Honours, announced in June, 1933, Strong was made a companion of the Imperial Service Order for long and meritorious civil service.

CHAPTER 39

MODERN TRENDS

On 22 November, 1934 — a week before the wedding of the Duke of Kent and Princess Marina of Greece — Masters relinquished the portfolio of Education and was succeeded by Sidney G. Smith of New Plymouth. Smith had been closely connected with educational developments in Taranaki for a number of years as president of the Taranaki School Committees' Association and, like Masters, had served as a member of the Taranaki Education Board. He had been chairman of that Board when it had discussed the report of the commission on national expenditure and had disapproved strongly of the commission's recommendations regarding the abolition of Education Boards, and had challenged the correctness of the figures regarding the estimated savings. The delegates of the Taranaki Board to the Education Boards' Conference of April, 1932, had been Smith, J. A. Valentine and H. W. Insull; they had opposed any proposal of centralization, and the report of the conference had been handed to Masters by G. L. Stewart, secretary of the Association, and Smith. When J. A. Nash (Palmerston) had persisted in making unsupported criticisms of Board administration it was Smith who had attempted to enlighten him. Before Masters resigned his portfolio, Parliament passed "The Education Amendment Act, 1932-33" and "The Education Law Amendment Act, 1933". The first provided for the consolidation and amendment of the law in regard to the appointment and transfer of teachers, the establishment of intermediate schools and departments, the amendment of provisions governing the dismissal of teachers, the establishment of training colleges and the authorization of advances to training college students, the compulsory attendance of a child at special classes, authority to regulate admissions to schools other than public schools, and the making of regulations for fixing terms and holidays and defining the public holidays in schools and training colleges. The second measure added a few more amendments to the Act and stated that in 1934 and in every alternate year thereafter, on a day not earlier than the second Wednesday in April and not later than the first Wednesday in May there would be a biennial meeting of householders in each district for the purpose of electing a School Committee. And later "The Finance Act (No. 2), 1934" increased the salaries of persons in the Education service by 5 per cent. from 31 March.

Smith's "hour of glorious life" was not distinguished by educational legislation and only minor amendments were made by "The Education Law Amendment Act, 1934-35". The year 1935, however, was an eventful one. In May, British people everywhere celebrated the King's Silver

Jubilee with loyalty, enthusiasm and a sense of personal affection. In his broadcast Christmas Message he reminded his people that the world was restless and troubled. But in October, Baldwin had given his word to the Peace Society that there would be no great armaments. In New Zealand there was a vice-regal change when Viscount Galway succeeded Lord Bledisloe as Governor-General. In May, Auckland elected its first Labour City Council with Ernest Davis as mayor. And at the General Election, the Labour Party, led by Savage (Auckland West) won 53 seats, while the Nationalists were reduced to 19 and the Independents numbered 8. An Australian was again Prime Minister of New Zealand, and with Peter Fraser (Wellington Central) holding the portfolio, a Scot was again Minister of Education. "The best brain and most informed member of the Government," said Walter Nash of Fraser, "he influenced its policy to a greater extent than any other individual member."[1] The new Government was sworn in on 6 December and besides being Minister of Education, Fraser was also Minister of Health, Minister of Marine, and Minister in Charge of Mental Hospitals, Inspection of Machinery and Police Department. T. U. Wells congratulated Fraser on behalf of the Auckland Board and assured him of its fullest co-operation in the cause of Education. "The co-operation of all concerned is now essential," Fraser replied, "if progress is to be made in education. Only by means of such co-operation will I be able to surmount the many difficulties that are bound to arise when an effort is made to give the National system of education its proper place in the estimation of the community."[2]

Savage died on 27 March, 1940 and was laid to rest at Bastion Point, Auckland. When Fraser was elected Prime Minister the Auckland Board expressed the hope that he would retain the portfolio of Education. "I should like very much to do so," said Fraser, "but I am afraid that the pressure of war work may make that impossible. You may be sure, however, that I shall work in the closest co-operation with whoever may be the Minister."[3] In the Fraser Cabinet that was sworn in on 30 April, the portfolio of Education was held by H. G. R. Mason (Auckland Suburbs); he was also Attorney-General, Minister of Justice, and Minister in charge of Prisons, Public Trust Office, and Patents, Designs, Trade-marks, and Copyright Office.

Strong was succeeded as Director of Education in May, 1933 by the Aucklander N. T. Lambourne, formerly chief inspector of primary schools. He left the Dominion in June, 1935 to gather information on the reorganization of the school system, the training of teachers, the education of afflicted children, methods of teaching, school buildings, and administration in England, Scotland, Australia, Denmark, Canada and California. After his six months' tour he was convinced that the New Zealand system of education was fundamentally sound although it required development when finance became available. The free-place system in post-primary schools, Lambourne said, was a good one, and the intermediate school, which had for its aim the discovery of the post-primary course a pupil should undertake *before* he entered upon that course, he considered educationally sound. He approved of the School Certificate because it removed to some extent the dominance of the University Entrance Examination. In New Zealand he found that the grading of primary-school teachers rarely failed to secure the most efficient applicant for any position and it prevented patronage and localism. Lambourne made his report to Peter Fraser in March, 1936 and his recommendations must have appeared to the Minister as "a gracious rain" that gave promise of refreshing a weary inheritance: they included provision of free school books, stationery, and material in primary and intermediate schools; fixing the age of admission to Sumner School for the Deaf at 3 years; restoration and increases of grants for school libraries, and further co-operation with public libraries; restoration of subsidies on money raised for school purposes; provision of scholarships, plus allowances for town and country children who were unable to hold a scholarship without additional financial assistance; restoration of University bursaries to all Higher Leaving Certificate holders and further provision for grants or loans to needy University students; restoration of grants to the Workers' Educational Association; restoration of grants to approved kindergarten schools; simpler salary scales for primary teachers and the abolition of the division between D and C grade secondary assistant teachers' salaries; provision for larger supplies of handwork material, and for more instruction in handicrafts and manual training in all types of schools; biennial grading of teachers with a group total instead of separate marks for teaching, personality and organization; larger staffs in training colleges; the appointment of an inspectress of domestic subjects; the appointment of organizers in physical education, music, art, infant-class work and handicrafts; provision for handicraft and manual-training rooms, science-rooms, teachers' rooms, storerooms, assembly halls, hot and cold water over basins and hot pipes through cloak-rooms where a heating-system had been installed, rooms for medical and dental officers, and libraries in intermediate and post-primary schools; stabilization of University finance over a period; and provision for more teachers' refresher courses in special subjects.[1]

---

[1] W. Nash, *New Zealand, A Working Democracy* (Melbourne, 1944).
[2] P. Fraser to T. U. Wells, 13 December, 1935.
[3] P. Fraser to W. J. Campbell, 15 April, 1940.

The "Education Amendment Act, 1936" altered the definition of school-age, validated Orders in Council fixing the basis of computing grants made to Education Boards and amending regulations increasing the allowances payable to training college students, authorized a Board to pay to its chairman a sum not exceeding £150 in any year "by way of remuneration for his services",[2] and empowered Boards to expend moneys for maintenance or improvement of school-grounds from the special fund kept for the maintenance and repair of schools and teachers' residences. In 1936, New Zealand's population was 1,573,482; Auckland's population had increased by nearly 20,000 during the previous ten years and in 1936 was 211,913. Quite apart from Labour's social legislation the year was a bewildering one. It began with the death of

[1] For Lambourne's detailed report see *Appendix to the Journals of the House of Representatives, 1936* — E.-5.

[2] This section (5) replaced Section 36 of "The Finance Act, 1925".

George V and ended with the renunciation of his people by Edward VIII. But 1937 was Coronation Year and in May, Britons again sang with heart and voice, "God save the King".

In March, 1937, Lambourne asked the Auckland Board to grant facilities to teachers to attend the meeting of the New Education Fellowship Conference and the Minister expressed the wish that all who had the interest of education at heart would take advantage of the opportunity of making contact with movements overseas and prepare themselves to take an active and intelligent part in the reorganization of education in New Zealand. "The New Education Fellowship Conference," said Fraser, "comes at a singularly opportune time when the whole education system of the Dominion is under review. It should serve the double purpose of giving administrators and teachers first-hand information on the spirit and practice of education in other countries, and of arousing in the public mind that interest in and enthusiasm for education without which administrative reforms may be largely sterile." The general topic of the New Zealand Conference was "The Bases of Educational Reorganization" and the speakers came from countries so widely different in their cultural histories as Austria, Canada, England, Finland, Scotland, South Africa, Switzerland and the United States. The speakers varied, too, in their personal backgrounds and qualifications. Pierre Bovet of the University of Geneva was the Director of the J.-J. Rousseau Institute for Educational Services; William Boyd was Head of the Department of Education at the University of Glasgow; E. Salter Davies was Director of Education in Kent and P. E. Meadon was Director in Lancashire; Paul L. Dengler was Director of the Austro-American Institute of Education in Vienna; G. P. Dennis was Editor and Chief of Documentary Services of the League of Nations Secretariat in Geneva; G. T. Hankin was a Staff Inspector representing the English Board of Education; Susan Isaacs was Head of the Department of Child Development at the University of London Institute of Education; F. W. Hart was Professor of Education at the University of California and Harold Rugg and Edmund de S. Brunner were Professors of Education at Teachers' College, Columbia University, New York; Mrs Beatrice Ensor, chairman of the N.E.F., had been an inspector of the English Board of Education; A. Lismer was Educational Supervisor of the Toronto Art Gallery; E. G. Malherbe was Director of the National Bureau of Education in Pretoria; I. L. Kandel had been editor of *The Educational Yearbook* since its inception in 1924 and was a world authority on comparative education; L. Zilliacus was headmaster of the Experimental School in Helsingfors; and Cyril Norwood, formerly headmaster of Harrow, was President of St John's College, Oxford. Extremely ignorant and somewhat delayed criticism of the Conference, which some newspapers and self-styled business men eagerly and uncritically accepted as fact, imputed to these men and women alone the decline in New Zealand education, a decline which appeared to be most acute in spelling! Yet in 1931 the Dominion inspectors had reported to Lambourne, then chief inspector of primary schools, that spelling was the weakest subject, that there had been a lowering of standards, that there had been a falling-off in accuracy, and that there had been a drop in the number of passes at the Proficiency Examination! The Auckland session of the Conference was held from 10 to 15 July. At the official ceremony of welcome in Auckland, Zilliacus described the visitors' attitude as "humble", and the *New Zealand Herald* commented, "His speech, excellent in all respects, convincingly revealed the movement as a quest for knowledge rather than a campaign of conquest." Aucklanders heard lectures on the education of the young and the adolescent, adult education, educational movements and experiments overseas, rural society and its educational problems, organization and administration, the teachers' professional life, education for industry, the school and the home, leisure time education, civic complacency, and centralization and decentralization. The Conference was a significant event in the history of education in New Zealand. To those in the service of education it was a fillip; but because its proceedings were reported at fair length by the press it assumed a magnitude to the man in the street far beyond what could have been intended by the Fellowship. The lecturers told their audiences of developments in a number of countries where traditional culture, based on a class education and formal discipline, was opposed by the adaptation of the curricula to the environment of the pupils, and where education was being reorganized to provide equality of opportunity; they spoke of countries where the State had established schools to train their *élite* for future leadership and where youths, affected by moral, intellectual, social and economic disintegration, had fallen victims of a number of ideologies. All over the world there was unrest in education. Education, said Kandel, like literature and the arts, sought to be contemporaneous, immediate, and abreast of the times in an era when the mere fact of change and transition was considered as the only reality and more important than anything that the experience of man had inherited from the past as his permanent possession.[1] Now there had been developments in New Zealand education during the 'thirties before the N.E.F. Conference added its stimulus. In 1932 the Dominion's inspectors expressed satisfaction at the great advances made in music and the appreciation of literature in the primary schools. The economic depression, they said, caused a quickening of educational thought. When he succeeded Lambourne as chief inspector of primary schools in 1933, McIlraith noted that the preparatory or infant departments responded much more readily than any other part of the system to the influence of modern educational research. During that year, 1933, there had been considerable discussion on the introduction of an examination that could be regarded as a leaving examination upon which the University influence would not lie heavily, since only a small percentage of post-primary children went directly to the University. The first School Certificate Regulations were issued accordingly in an Order in Council of 20 March, 1934.[2] The University Entrance examination then consisted of 19 subjects;[1] to these were added 12 others.[2] It was arranged that the University would examine in its own particular subjects and that the Education Department would examine the additional subjects. The standard was to be that of University Entrance — a consideration which must have baffled the examiners in needlework, shorthand and typing. To qualify for this examination which marked the completion of a three-years' secondary course pupils had to pass in English and four other subjects.[3] In 1934, the inspectors had reported to McIlraith that the sterner form of discipline imposed from without was giving way to the orderliness that came from a more scientific knowledge of child nature and a more perfect adaptation of work to the capacity and interests of the pupils. At the same time they had reported that there were few faults to be seen in the teaching of the three Rs.

---

[1] I. L. Kandel, *Educational Yearbook of the International Institute of Teachers' College, Columbia University, 1941* (New York, 1941).

[2] *New Zealand Gazette*, 5 April, 1934.

In 1935, before Lambourne presented his report, the Labour Party had placed its policy before the country — the re-admission of five-year-olds and extension of kindergarten training, the extension of teacher-training facilities, re-building and re-conditioning of old and unhygienic buildings, more liberal supplies of equipment and library facilities, the extension of dental treatment to all children, standard rates of pay for all teachers serving under the rationing-scheme, the right of appeal by teachers against non-appointment, and improvement of the standard of teachers' residences. It is possible that a Nationalist Minister of Education could have offered many similar election promises, but the Socialists' theory of education cannot be thought of apart from the desire for social equality and the belief that environment influences character, both features of their other social legislation. The Education Amendment Act of 1936 had made provision for the abolition of the proficiency examination after 30 September, 1937; this examination had been instituted in 1904 to determine which pupils were sufficiently advanced to profit by post-primary education and to give the public some idea of the capacity of young people who were seeking employment; there were doubts whether it served these purposes and the gradual extension of the free-place system, in fact, had made it unnecessary; but the teachers' concentration on examination requirements and their lack of initiative had produced an undesirable uniformity. Following upon the discontinuance of the Proficiency Examination and the issue of Proficiency and Competency Certificates, the Department amended its regulations relating to the examination and classification of pupils.[4] The Auckland Board, particularly Wells, Bowyer and Snell, considered that the new Primary School Certificate was entirely valueless because it carried no evidence of children's attainment, progress or diligence. Employers, they said, used to regard the Proficiency Certificate "as a definite basis of attainment" but they were now unable to view the Primary School Certificate in the same light because every pupil who had spent a year in Form II was entitled to receive one. McIlraith explained that the new certificate was intended to serve as an entrance to post-primary schools. "For purposes external to education," he said, "it merely means that the pupil has passed through all the standards of the primary school in the highest of which he has spent a year, during which he has completed a course of work appropriate to that standard."[1] The abolition of the Proficiency was prompted by the hope that the additional freedom given thereby to both teacher and pupil "would improve the tone of the school, facilitate the introduction of richer and more varied courses, and enable the pupils to profit more fully than in the past by their school life".[2] The Department advised teachers that due discrimination was to be exercised in the award of the certificates "to avoid giving the impression to either pupils or the public that the general standard of education has in any way deteriorated or that irregularity of attendance, or lack of application to the course followed will be condoned".[3] Pupils with Primary School Certificates were now qualified to take free-places in post-primary schools. "Now," said McIlraith, "the doors of every secondary school and of the secondary departments of district high schools are open." There was "room for them at the inn" although the board provided did not suit all tastes and the hosts were ill-prepared to receive such a variety of travellers. Yet E. Caradus — Eddie Caradus of Beresford Street — acting as chief inspector of secondary schools, spoke of a broadening of the secondary-school curriculum. Unfortunately, the public, who did not read the annual Education Reports, had forced upon them many stupid misrepresentations. F. W. Gamble, for instance, addressed the senior old boys of Mt Albert Grammar School on proposed changes in the curriculum; "he had learned recently that a study of mathematics was useless and that hours devoted to French and Latin were so much waste of time".[4] Before the arrival of the New Education Fellows there had been developments in the Dominion in correspondence tuition, agricultural education, vocational guidance and adult education. There was still a considerable amount of grounding at grammar but, unlike Browning's grammarian who

---

[1] English, history, geography, Latin, French, German, Greek, Maori, arithmetic, algebra and geometry, mechanics, heat and light, electricity and magnetism, chemistry or home science, botany, agriculture, music, and drawing.

[2] Technical drawing, economics, book-keeping, shorthand and typing, needlework, homecraft, technical electricity, heat engines, applied mechanics, plane trigonometry, physiology and hygiene, and general biology.

[3] The results of the first School Certificate Examination appear in the *Supplement to the New Zealand Gazette of Thursday, January 31, 1935* (4 February, 1935).

[4] See "The Primary Schools Classification and Certificate Regulations 1937" (Serial Number 274/1937).

Gave us the doctrine of the enclitic De,
Dead from the waist down,

New Zealanders had not neglected physical education and health — the milk-in-schools scheme of the free issue of a ½ pint daily for each child commenced on 1 March, 1937.

Davies and Meadon spoke about consolidation in England, and Brunner gave modern instances of this development in America. But the Auckland Board still collected material on consolidation from the United States and England and it prepared a circular which was sent to the many students in New Zealand and Australia who were writing University theses on the subject. By August, 1936, 46 schools in the

---

[1] J. McIlraith to D. W. Dunlop, 18 May, 1938.
[2] *Supplement to The New Zealand Education Gazette*, 15 November, 1938.
[3] *Ibid.*
[4] This absurd statement was reported to its readers by *The New Zealand Herald* on 12 July, 1937.

Auckland district had been closed through consolidation, 33 which might have been established had not been established, and 15 applications for consolidation were then under consideration; in no case had consolidation, once established, been abandoned. At that date 5169 pupils were being conveyed by school buses; although the maximum distance which any pupils were carried by a school bus from a consolidated school was 14½ miles, the Board considered that, in general, the maximum distance over which a conveyance service was effective was from 8 to 10 miles. The commonest objections raised against consolidation were the length of time for which children were away from home, the danger while children were being conveyed, and the effect on land value. When Dunlop made an enquiry regarding consolidation in cases where the cost of a school, including conveyance and extra staffing, would be greater than in existing smaller schools, Lambourne informed him that Fraser, in public announcements upon the question of the consolidation of schools had expressed the view that efficiency, as well as economy, in education should be taken into consideration. "Even where consolidation costs more," said Lambourne, "within reason, he is prepared to approve of the change provided the Educational authorities consider that it is in the best interests of the children concerned."[1]

Before the 1937 Conference, New Zealand had made but little advance into the field of mass education. Nevertheless, a start had been made. When, in November, 1932, during the unimaginative régime of Strong, the New Zealand Broadcasting Board had approached the Education Department to prepare an educational session once a week it had been informed that the inspectorial staff was short-handed and had no time to prepare programmes. The suggestion was made that the training colleges or Headmasters' Association could take charge of the proposed session. The Headmasters' Association refused to help as it considered that broadcasts were not very effective, because only a few schools had receiving sets, because only a limited range of subjects was suitable for broadcasting, and because the class teacher, by the effect of his own personality, by the use of pictures, maps and other apparatus, and by being in close contact with his pupils, was better able to produce "a desired result" than an unseen lecturer.[2] However, Rae at the Training College said that if there was a desire for help by the individual teachers and the children the College was prepared to give the project a trial. The Auckland Board was in favour of the move and set up a special committee consisting of Munro, McIlraith, Rae, and G. K. Hamilton of the Normal school who represented the Headmasters' Association. Starting on 6 March, 1933, broadcasts were made from the Training College through 1YA from 2 p.m. to 3 p.m. each Monday (later Tuesdays). The pioneer broadcasters were Rae (current events of the Pacific), J. W. Shaw (poetry and choral speech), C. L. Gillies and C. R. Laws (nature talks), H. Hollinrake (music), Agnes Kennedy (stories and expression work), Fanny L. Irvine-Smith (life and customs of the

---

[1] N. T. Lambourne to D. W. Dunlop, 12 February, 1937.
[2] J. G. Gasparich to D. W. Dunlop, 6 December, 1932.

Maori), Miss Blackburn (folk dances), Dr Harry B. Wallace (travel) and F. C. Lopdell (how our laws have been made); Rae's introductory talk was only 5 minutes in length but the others were of 15 minutes duration. A special broadcast was arranged during a Teachers' Refresher Course from 8 to 12 May and an experimental set, specially built for schools, was installed in the Normal school. Radio sets that were installed in State schools were exempt from licensing conditions but if they were used for raising funds then they had to be licensed; if a fee were paid by people wishing to listen-in the charge was £5 a year. The Board did not vote grants towards the cost of wireless sets in schools. At this time most of the leading countries of the world — particularly Britain, U.S.A., Sweden and Austria — had educational broadcasts from their principal stations. Of the 4000 schools that listened to the B.B.C., 80 per cent. were elementary schools. In many countries, notably Britain, U.S.A. and Australia, an illustrative booklet was published and distributed to teachers and children before the talks were given. At the beginning of 1934 there were 98 schools in the Auckland district listening-in; in 58 of them the sets were at the schools and in 40 they were at neighbouring residences; 36 of the radios were battery sets and 62 electric. The total number of children who listened-in was 5083, and exclusive of infant classes and Standards I and II it was 4023. At the end of 1934 the number of schools had increased to 162 and the young listeners to 8410. Additional speakers during 1934 were R. A. Falla (New Zealand bird life, and Antarctica), J. Caughley (life in Pacific islands, legends of the Pacific, and science), Ernest G. Jones (electricity and health), W. A. Taaffe (travel), Miss L. M. Cranwell (New Zealand timber trees), V. F. Fisher (Maori life), F. A. Garry (early history of New Zealand), A. W. B. Powell (local shellfish), S. Walker (early history of Auckland) and N. R. W. Thomas (Empire Day). During 1934 the Broadcasting Board distributed two booklets free of charge to the teachers and children of classes from Standard III to Form III who had indicated that they were listeners. After about three years of the Training College staff carrying the burden of school broadcasts, Rae felt that it was wrong for the Broadcasting Board to expect the College to continue this work beyond the initial, experimental stage. A great deal of careful organization outside regular College hours was necessary for the preparation of the booklet and the lessons. Dr C. R. Laws, in 1935, for example, prepared the booklets, secured suitable programmes, answered letters from teachers, posted booklets and generally organized the service; this he did apart from his specialist work at the College. It was all the more galling to the staff when they realized that the Broadcasting Board paid its other lecturers while accepting the gratuitous service of teachers.[1] The Education Department assisted School Committees in the selection of sets and secured discount for them; in "approved cases" it granted up to £3 a school towards the installation of a radio and £3 towards the cost of batteries but it did not contribute towards the cost of the set.[2] By the end of 1936 the Education Depart-

[1] For the third term, 1935, the payment was 10/6 a talk with £25 a year for the organizer.

[2] At June, 1938, the price (including tax) of a 5-valve, dual wave, mantel, battery set was £16/5/6 and a 7-valve, all wave, mantel set with 150 AH accumulator was £22/2/7; a 5-valve, electric, mantel set cost £8/2/9 and a 7-valve, all wave set fitted to operate up to two extension speakers was £18/6/4.

ment recognized the potential value of radio but it did not consider that it was an indispensable element in the school system.

The use of visual instruction can be traced back to primitive times, long before such "new" educators as Comenius, Rousseau and Pestalozzi emphasized it. But modern science and inventions have opened new possibilities in the development of concrete materials for teaching purposes. Museums, however, instead of refreshing the young learner, too often bewilder him by their indigestible material. That criticism could not be made of the Auckland Institute and Museum under the directorship of Gilbert Archey and the 1937 lecturers made no attempt to tell New Zealand how to direct its museums. As early as 1929 the Auckland War Memorial Museum had begun a schools' service department. It prepared special loan displays for city and suburban schools; classes from the Training College visited the Museum; individual specimens, or groups of specimens, photographs and lantern slides were available for teachers; a Girls' Botany Club and Boys' Natural History, Entomology and Ethnology Clubs were conducted and a class for blind children was held every week; competitions were held for prizes offered by the Museum for essays or natural history displays prepared by pupils. Archey, who had been a Christchurch and Nelson College teacher, wished to extend this service and he suggested to the Education Board that if it seconded a qualified teacher for the development of visual education and school museum work the service could then be planned to fit in more definitely with school work; he saw that with the closing of the Training College in 1934 some highly qualified teachers would have no appropriate sphere of activity. The outcome was that in November, 1933 the Department approved the employment of E. G. Jones, then on the staff of the Training College, as education officer in the Museum during 1934 when the College was closed. So enthusiastic and successful was he that at the end of the year the Headmasters' Association expressed its concern that in 1935 he would be relinquishing his museum work with the re-opening of the College. Lambourne suggested that Rae at the College could make it possible for Jones still to devote some time to the Museum; and so, during the week-day afternoons he continued to organize the Museum's schools' section — visits of classes to the Museum (112 classes totalling 4891 children), distribution of cases (33 cases and 12 boxes), visits to schools (9, including one to Tuakau), identification of specimens (28), the loan of lantern slides (5 sets), films (10), and material, visits of teachers to the Museum (13), children's clubs (junior conchology, senior conchology and marine history, natural history, and junior and senior boys' ethnology clubs), and competitions (Cheeseman Memorial Prize Competition for Natural History and Cheeseman Memorial Spring Flower Show Competition), Sunday afternoon lectures (10), lectures to adults (7), classes from the Blind Institute, and special Museum exhibitions. When the Board asked the Department to appoint an education officer at the Museum, McIlraith said that there were many more urgent demands on the Educational Estimates.[1] Fortunately, in 1936, the Carnegie Corporation of New York allocated a sum of money for educational work in museums in

---

[1] J. W. McIlraith to D. W. Dunlop, 25 September, 1935.

New Zealand. In 1938 an education officer was appointed to each of the four main museums, and the experiment was financed by the Government and the Carnegie Corporation. R. A. Scobie of the Ponsonby staff was appointed Auckland's first Education officer. So successful was the service that in 1941 it became a regular part of the Dominion's education system.

Media of visual education included school journeys, visits, demonstrations, graphic reproduction by dramatics, models, photographs and pictures (directly viewed or projected), and the summarized or symbolic forms of schematic diagrams, charts, maps, cartoons, words and figures (also either directly viewed or projected by various optical devices). Fraser found that there were serious legal and technical difficulties which prevented him producing a policy relating to visual aids. The commercial films of the 'thirties included *Pygmalion,* with Leslie Howard (1938), *Lost Horizon* (1937), Chaplin's *Modern Times* (1936), Walt Disney's *Snow White* (1938), *La Kermesse Héroïque* (1936), Hitchcock's *The Lady Vanishes,* and *Night at the Opera* with the Marx brothers (1936). But the 'thirties also saw the production of such documentaries as Elton's *Housing Problems* (1935), Flaherty's *Man of Arran* (1934), *The March of Time* series that began in 1935, Legg's *B.B.C., Voice of Britain* (1935), Rotha's *The Face of Britain* (1935), Watt's *North Sea* (1938), Wright's *Song of Ceylon* (1935) and Leni Riefenstahl's *The 11th Olympic Games* (1938). The educational possibilities of the film attracted local enthusiasts. In 1933, C. F. Stratford commenced experimenting with the use of films in teaching at Kowhai Intermediate School. Kodak Ltd. made a projector available and films were obtained from the Canadian Trade Commissioner and the New Zealand Government Tourist Bureau; Stratford's work held so much promise that the projector was purchased. Ponsonby and the Normal school followed Kowhai's lead and by the middle of 1935 three Auckland schools were using films in the classroom. It became apparent to teachers that before the movement could develop, a special body would have to be formed to obtain a suitable supply of films, to co-ordinate the film requirements of the schools and the supply available, and to arrange for their regular distribution. As a result the Auckland Visual Education Association met for the first time on 25 June, 1935 and at the beginning of the third term commenced its service to the 3 member schools; at that time the available films numbered 60 of which the V.E.A. owned one. Within 18 months the schools had increased to 15, the films to 98 and the V.E.A. owned 20. The fee was fixed at £1 per term, a charge of approximately 5d per 100 feet per week at a time when the commercial charge was 1/4 per 100 feet per day. Kodak Ltd. made their office available as a central depot and assisted in collecting and distributing the films. The leaders of this venture were K. H. O'Halloran, T. H. Whitwell, C. L. Gillies, W. S. Dale, C. T. Harris, J. W. Fawcett, W. Drummond, E. Bell, E. Snell, R. A. Falla, G. McB. Salt, N. M. Richmond, J. W. McGechie, E. Prows-Broad, R. M. Webber, E. G. Turbott, L. C. Meiklejohn, K. N. Treacher, T. Turbott, I. S. McHarg and R. A. Scobie. In 1938, when the Department was beginning to collect a few films and film strips which it hoped to distribute through the Boards, Fraser acknowledged them — referring to groups of teachers and others who had done "very good pioneer work" he said that the most notable was the V.E.A. in Auckland. Hankin, at the 1937 conference, emphasized the difference between mechanical aids and mechanical education. "Nothing," he said, "can ever replace the personal relationship between teacher and taught. But we are living in a mechanical age and, as a teacher, I shall gladly employ any aid that science and invention can give me, provided that mine remains the directing hand." Despite developments in formal and informal education — developments that involved not only reading, writing and arithmetic but also critical appreciation of the radio, the film and the other approaches to education made through the senses — there was the everlasting cleavage between the ideals instilled into children at school and the brutal reality of adult society. While the Government maintained an educational system which aimed to teach the youth of the land how to speak English, it permitted its Commercial Radio Station, 1ZB, to broadcast appalling American speech in such serials as *Easy Aces* (1937). And though, in Milton's words "a good book is the precious life-blood of a master spirit" the Government (in 1931) permitted the dumping in New Zealand of such magazines as *Racketeer Stories, Marriage Confessions, Dream World, Detective Dragnet, I Confess* and *Cupid's Diary.*

CHAPTER 40

THIS WORKING-DAY WORLD

Several months before the N.E.F. Conference was held, Fraser had discovered the pigeon-hole which held the Atmore Report. This report, said T. U. Wells, was drafted by Dr A. G. Butchers who had not accompanied the committee on its travels but had been called in after another draft had been discarded because it had not satisfied Atmore. It bristled with absurdities, added Wells, referring to its section on administration. On the other hand many of its proposals were approved by the Auckland Education Board. By a letter dated 20 January, 1937, it was asked to express its opinion on the Committee's resolutions and recommendations, clause by clause; it was asked to return the result of its discussions "as soon as possible after the 31st January, preferably before the 15th February"; the letter reached the Board on 3 February and its views on educational reorganization in New Zealand were despatched on the 17th. The haste with which the original investigation had been made was also evident in its discussion by the Board.

Before Susan Isaacs and Hankin spoke on primary schools, before Boyd and Kandel spoke on secondary education, before Zilliacus spoke on differentiation and selection, before Davies spoke on consolidation, and before Brunner and Meadon spoke on rural life and education, the Auckland Education Board had approved of the Atmore recommendations relating to "Public Schools":—

> That the termination of the primary-school course be at 11 plus or after passing Standard IV.
>
> That the age to which the education of a child is required by law be raised from 14 to 15 years, with provision for exemption in cases of hardship.
>
> That intermediate classes should form part of the education system.
>
> The Committee therefore recommends further consolidation of schools and classes where practicable, so as to ensure an adequate education, particularly for children in rural districts.
>
> That this Committee is of opinion that the scholarship system is no longer necessary as a means of providing free education beyond the primary stage, and recommends that the funds now applied to the provision of National and University Entrance Scholarships be utilized for the purpose of providing maintenance bursaries to assist deserving pupils to continue their education to the higher stages, the awards to be based not upon competitive external examinations, but upon consideration of individual cases recommended by the senior inspector or superintendent of each education district.
>
> That, in view of the great importance to the Dominion of our primary industries, the curricula of all our schools must include adequate practical instruction in agriculture and allied subjects.

The Otago, Southland, Nelson and Wellington Boards agreed with those Atmore statements; indeed, the Wellington Board (secretary, W. I. Deavoll) agreed in most respects with the Report of the Recess Committee (secretary, W. I. Deavoll). Before Kandel, Boyd, Davies and Hart spoke on the training and status of the teacher the Auckland Board had discussed the Atmore resolutions on those subjects. Along with the Otago, Southland, Nelson and Wanganui Boards, the Auckland Board disapproved of the recommendations:—

> That the training colleges in the four centres be handed over to the control of the University college authorities, together with their buildings, equipment, and staffs.
>
> That a professional lecturing staff of the training colleges be consolidated with that of the University Schools of Education and Psychological Clinics to form a strong School of Education in each centre.
>
> That within the University of Northern New Zealand the Auckland University College should undertake the training of sub-primary and primary teachers; and that the Victoria University College and Massey Agricultural College should undertake the training of post-primary and agricultural teachers; and that within the University of Southern New Zealand the Otago University should undertake the training of sub-primary and primary teachers; and the Canterbury College and Canterbury Agricultural College the training of post-primary and agricultural teachers.
>
> That for the immediate control of each training college, the direction of the courses of training, and the examination and certification of trainees, a Faculty of Education should be set up by each University college, to consist of representatives of the University college, the Education Department, and the New Zealand Federation of Teachers, which should be responsible for the determination of entrance qualifications, the preparation of syllabuses of studies, the arrangement of teaching practice, and the granting of certificates, these to be awarded upon the internal examination system at present in operation in the training colleges.

There was general agreement with the resolution relating to a University degree for teachers:—

> That University degrees in education be established for teachers and administrators, with endorsement as to the special fields for which qualifications are obtained.

The recommendations on the disestablishment of the New Zealand University received no comment from the Auckland, Otago, Southland, Nelson and Wanganui Boards; Wellington gave its approval. Auckland, Otago and Nelson made no comment on the recommendations referring to higher technical education. Before Kandel, Boyd, Zilliacus and Susan Isaacs spoke on examinations and their substitutes, pupils' records, educational guidance, and standardized tests, the Auckland, Otago, Southland, Wellington and Nelson Boards approved all that the Atmore Report recommended on school certificates. On the matter of University Entrance examinations the Auckland, Otago, Southland and Nelson Boards made no comment, and the Auckland Board made no comment on the proposed bursary system. Most of the Boards gave general approval to the recommendations relating to the organization of education by local education authorities:—

> That outside the four centres the District Education Boards be the controlling authorities for all forms of post-secondary as well as secondary education, including higher technical classes and the training of apprentices.
>
> That the system of vocational guidance already initiated be extended and developed; and that the organization of vocational guidance work within each educational district be entrusted to the District Education Boards.

Before Susan Isaacs, Boyd, Hart, Malherbe, Norwood and Davies spoke on the school and home, physical education, retardation, and special classes, the Boards had given their approval to the Atmore recommendations on health and disability. Before Norwood spoke on Christianity and the world crisis and Boyd on religious education in the schools, the Boards had approved of the Atmore recommendations:—

> That no system of religious instruction in State schools should be authorized such as will compulsorily require any State teacher to disclose his or her religious beliefs or his or her adherence to any particular denomination, or to take part in religious exercises other than of his or her own free will; but that, on the other hand, the fullest liberty should be given to those teachers who desire of their own accord to assist in the Nelson or any similar system of religious instruction that may be authorized by law.
>
> That the following clause be inserted in the Education Act, namely:
>
> "Notwithstanding anything to the contrary in the principal Act or in any direction given by the Board, if accredited persons approved by the Minister desire to give moral and religious instruction of a voluntary nature in school buildings, the ordinary opening hour of the school shall be postponed or the ordinary closing hour in the afternoon shall be advanced, on one day in each week, as agreed upon, for not more than half an hour, in order to enable the instruction to be conveniently given:
>
> "Provided that no alteration shall be made in the opening or closing hours which would reduce the number of hours to be devoted on that day to secular instruction to less than the minimum of four hours fixed by the principal Act."

The Auckland, Wellington and Nelson Boards agreed with all that the Atmore Report stated on the matter of maintaining contact with educational administration abroad. Except for Wellington, which approved, the Boards, of course, made no comment on the Atmore recommendation:—

> That, in view of the Committee's recommendations for the establishment of a Secondary Schools Board of Studies and a Faculty of Technical Education, the question of the continuance of the Council of Education should be reviewed.

The Council could not have "continued" in existence since it had ceased to exist some years before 1937! The Boards' opinions varied on the change-over to bring a new system into immediate operation. With the Atmore Report, Auckland, Wellington and Wanganui agreed, —

> That in order to effect an immediate change-over to the principle of compulsory intermediate education the three intermediate grades (Forms I, II, and III) be provisionally transferred to whichever school in any centre (district high, technical, or secondary) is at present best equipped to provide parallel exploratory courses of the desired character.

Otago, Southland and Nelson disapproved of that recommendation. However, there was general agreement, —

> That notwithstanding the present financial stringency the national school building programme be proceeded with at the normal rate, having in mind the settled policy of the State with regard to the steady reduction of the size of classes; and that all new buildings be of such type as to enable the permanent scheme of intermediate education to be brought into full operation as soon as possible.

Although Wellington approved of it as it stood, the other Boards felt that more time should be given to a consideration of the recommendation. —

> That in order to enable the nine thousand additional fourteen-year-old pupils to be accommodated with a minimum of additional building expenditure, all available accommodation in existing school buildings be used to the full by making such provisional class transferences as may be necessary in connection with the change-over; and by the immediate consolidation of small classes, where practicable, in the post-primary schools.

The final recommendation of the Atmore Report secured unanimous approval, —

> That a definite scheme should be worked out providing for the systematic reduction of the size of classes; and that such scheme should aim at reducing the number in each class to a maximum of thirty-five within five years.

A prophet is not without honour save in his own country; but the N.E.F. lecturers came from distant lands, and men listened and learned. And because men listened the visiting experts helped to eradicate that spirit of satisfaction which periodically settled on New Zealand education, and they put before everyone a concept of education which was stimulating in its breadth. A few of the criticisms of New Zealand education made by the visiting lecturers were as ungenerous as they were inaccurate and unfounded but in many aspects education in New Zealand was obviously deficient. There were large classes; the inadequate 2-year teacher-training course robbed teaching of the status of a profession; there was little activity on the part of pupils; classrooms were small; there was no co-ordination between secondary and primary schools; there was a numerical grading of teachers; equipment was scarce; and there were few halls in which pupils met as corporate bodies. Kandel did not blame the teachers for this; he found them as aware of the changes needed in education as were teachers anywhere else in the world. The visitors had no difficulty in giving the reason for the existence of so many defects. "The whole administrative system," said Kandel, "is designed to check freedom and initiative on the part of the teachers and to reduce all to a dead level of uniformity and consequently mediocrity." The visitors of 1937 looked in vain for evidence of a proper educational interest on the part of the community; they found instead conditions which prevented the release of initiative or the promotion of freedom of adaptation to local conditions. "There is," said Kandel again, "on the one hand, too great a tendency to look to the central department for direction; there is, on the other hand, a tendency on the part of the central department to employ the methods of a bureaucracy, to perpetuate what is because it has at one time been successful, to refuse to believe that anything can be learned from the outside, and through paper regulations and mechanical devices and records to militate against the effective operation of free personalities."[1]

In the latter years of the 'thirties there was a ferment in New Zealand education compared with the depression which had enshrouded the earlier years of the decade. Lambourne, however, did not remain long as Director. At the end of January, 1940, he went on three months' leave and the Public Service Commissioner appointed 38-year-old Clarence Edward Beeby director on and from 1 May.[2] When Lambourne resigned, Fraser paid him a tribute, graceful in its sincerity, — "He loves children, they have loved him, and he has spent his life in working for them." During the 'thirties the chief secondary administrative officers were E. J. Parr and E. Caradus. In September, 1939 the Auckland Board congratulated A. F. McMurtrie on his appointment as chief inspector of primary schools in succession to J. W. McIlraith. The Board again congratulated him in May, 1940 when he was made

---

[1] A. E. Campbell (Ed.), *Modern Trends in Education: The Proceedings of the New Education Fellowship Conference Held in New Zealand in July, 1937,* (Wellington, 1938).

[2] *New Zealand Gazette,* 9 May, 1940.

Beeby's assistant; G. E. Overton became chief inspector. On 1 April, 1938, Waikato-born W. S. La Trobe relinquished his position as superintendent of technical education and immediately retired to Auckland;[1] he was succeeded by F. C. Renyard. The Auckland Board had always appreciated gratefully the co-operation La Trobe had given it in matters pertaining to manual and technical instruction in the Auckland district. Among the inspectors of Auckland schools during the 'thirties were N. H. S. Law, T. A. Morland, A. F. D. East, H. McChesney who became assistant senior inspector in August, 1936, B. N. T. Blake, C. A. Cumming, T. F. Warren, J. Robertson who retired as senior inspector at the end of 1931 and was succeeded at the beginning of 1932 by Dr J. W. McIlraith from Wellington, W. G. Blackie who succeeded McIlraith when he was appointed chief inspector of primary schools in the middle of 1933, M. Priestley who acted as senior inspector from 1 April to 9 July, 1933 and again from June to December, 1934,[2] A. Bain, who became senior inspector following the death of Blackie in 1934, A. McMurtrie, W. J. Boden, H. P. Prichard, F. C. Lopdell who acted as temporary inspector while the Training College was closed in 1934, F. C. Brew who acted as inspector while the Christchurch Training College was closed, D. E. Leslie, M. J. O'Connor, S. M. Mills, G. K. Hamilton who acted for a time in 1934, J. A. Henry, R. W. D. Maxwell, C. Robertson, C. E. Scott, A. H. Denne, C. R. Munro who retired at the end of 1931 but acted again for the latter part of 1933, and C. Boyle who was appointed on 24 May, 1940. Of them, many have left a name behind and their praises have been reported.

In 1931 the Auckland Education Board consisted of G. Brownlee, W. J. Campbell, H. S. W. King, R. A. Rew, G. E. Spooner, and T. U. Wells representing the Auckland Urban Area, S. B. Sims and F. A. Snell representing the Hamilton Urban Area, R. Hoe and E. C. Purdie representing the North Ward, E. C. Banks and A. Burns still representing the East Ward, and J. Patterson and J. Primrose representing the West Ward. In 1932 King's place was taken by C. R. Munro and after eight years as chairman Burns retired from office and was succeeded by Wells. The composition of the Board remained undisturbed in August, 1933. In 1934 Patterson's place was taken by W. I. Bowyer of Otorohanga, Banks' by A. Norman Macky of Cambridge and Purdie's by C. F. Collins. Purdie of Huapai had served for about 7½ years as a Board member.[3] In March, 1934, Banks had been granted leave of absence for a period of six months while he was abroad. Before he left he told Dunlop that he had made arrangements for his nomination for re-election to the Board. In a circular addressed to his electors he pointed out that he had left Matamata and had established his home at Mount Maunganui and so gave the Bay of Plenty a representative on the Board for the first time. The Board for 1935 remained unchanged. In 1936 the North Ward representatives Hoe and Collins were succeeded by Joseph Ernest Elliott of Aratapu, Northern Wairoa, and George Singer Black Morrison

[1] La Trobe died at Riddell Road, Glendowie, on 27 September, 1943.

[2] The whole of Priestley's inspectorship, from March, 1911 to December, 1934, was served in the Auckland district.

[3] August, 1908 to January, 1910, August, 1913 to March, 1915, and August, 1930 to August, 1934.

of Whangarei. The only other change in 1936 was Brownlee's defeat in the Auckland Urban Area by Wilfred Henry Fortune of Herne Bay. In the year that he was elected to the Board, Fortune was also elected Junior Vice-President of the Dominion Federation of School Committees' Associations. The Board of 1937 was the same as that for 1936. The only change in 1938 was the resignation of Wells as chairman after 6 years in office and the accession of Campbell. The membership remained unaltered at August, 1939 — Campbell, Fortune, Munro, Rew, Spooner, Wells, Sims, Snell, Elliott, Morrison, Macky, Burns, Bowyer and Primrose. In August, 1940, Munro, Primrose and Wells retired from the Board and were succeeded by Maurice Priestley, Charles Stephen Morris, and John Patterson of Pukekohe. To Dunlop, Wells wrote, "For your help and sound counsel, based on a most intimate knowledge of the whole Education District and its requirements, its Committees, and teaching personnel I am truly grateful. It means much to a chairman to feel that he can rely on the information and the advice tendered to him by his chief executive officer. I felt at all times that I could absolutely rely upon you."[1] Among the former Board members who died during the 'thirties were J. P. McPhail, first president of the Auckland Primary School Committees' Association in 1917, who died in 1932, Purdie who died in a Wellington hospital on 20 August, 1936, David B. Wallace who died in 1936, and E. C. Banks who died at Mount Maunganui on 13 December, 1940, at the age of 70 years.

Board members still occasionally made short visits upon their lawful occasions all over the province. Wells attended a City Council tree-planting ceremony at Mission Bay (July, 1933); members attended the Sunshine School during the visit there of the Governor-General (July, 1933); Burns presented trophies at the Annual Tournament of the Primary Schools' Basketball Association at Windmill Road, Mt Eden (August, 1933); Primrose, Sims and Snell were authorized to visit schools in Hamilton and the surrounding district as a committee of the Board (October, 1933); Patterson represented the Board at a school fair in the Drury Hall (March, 1934); members made an inspection of Northcote District High School when the Committee asked for the establishment of a technical high school (August, 1934) and Collins and Hoe attended the Maungaturoto Jubilee celebrations (December, 1934). Burns was granted leave towards the end of 1934 in order that he might attend the Victorian centenary celebrations in Melbourne. Wells, Rew and Munro sailed to the Sunshine Camp on Motuihi (February, 1935); Wells opened the Kohimarama school carnival (March, 1935); Bowyer attended a civic reception to the Governor-General and Lady Galway (April, 1935); Munro attended the Third Annual Horticultural Show of the Otahuhu Technical High School; Wells and Dunlop visited northern schools during a tour of Whangarei, Russell, Kaikohe, Kaitaia and Dargaville (November, 1935); Wells, Brownlee, Campbell, Munro and Rew attended a farewell function in honour of H. A. V. Bollard and H. Harrison — Bollard had served on the Avondale School Committee for 26 years, 19 of which he was chairman, and

---

[1] T. U. Wells to D. W. Dunlop, 20 August, 1940.

Harrison had served on the same Committee as secretary-treasurer for 13 years (May, 1936); members attended a civic farewell to W. J. Jordan, M.P., High Commissioner designate (July, 1936); Burns and Macky were authorized to represent the Board at an ex-pupils' reunion at Maketu school (April, 1937); Wells attended the official opening of the Municipal Transport Station on Monday, 13 September, 1937; he was also authorized to attend a Roman Catholic welcome to the Apostolic Delegate and visiting Archbishops and Bishops on the occasion of the New Zealand Roman Catholic Centenary (February, 1938); Macky toured the Bay of Plenty electorate with Fraser, Minister of Education (May-June, 1938); Spooner represented the Board at a lecture on Mount Everest given at the Training College by L. V. Bryant, a member of the 1935 British Everest Reconnaissance Expedition (July, 1938); Macky accompanied Fraser to Putaruru, Tapapa, Mamaku, Matamata and Morrinsville (July, 1938); Munro represented the Board at a civic farewell to the officers and men of *H.M.S. Achilles* on 30 November, 1938; Campbell attended the opening by Fraser of a new biology block at the University College on 27 February, 1939; he also attended the official opening of the Plant Diseases Division building in Mt Albert Road by the Prime Minister, Savage, on 25 March, 1939; Munro, Spooner and Wells accepted the invitation of the Orakei School Committee to a Kaapa Maori on 1 April, 1939; and in November, 1939 members made a whirlwind tour of the Coromandel peninsula. Campbell, Fortune, Rew, Spooner and Wells accepted invitations to attend a civic farewell to the Primate and Archbishop of New Zealand, the Most Rev. A. W. Averill on 14 March, 1940; and Elliott was authorized to represent the Board at the unveiling by J. G. Coates of the belfry erected in honour of the settlers of the Mititai district, Northern Wairoa, at Okahu No. 1 school in May.

Members added to their general Board duties by representing it on the Auckland University College Council, Auckland Grammar School Board of Governors, Seddon Memorial Technical College Board of Managers, Elam School of Art Board of Managers, Pukekohe Technical High School Board of Managers, Rotorua High School Board of Governors, Whangarei High School Board of Governors, Hamilton High School Board of Governors, Thames High School Board of Governors, Hamilton Technical High School Board of Managers, and the Workers' Educational Association. Freely, and as a public service, they attended to school accommodation and teachers' residences, the Training College, district high schools and junior high schools, intermediate schools and primary schools, manual and technical instruction, refresher courses, boarding allowances and conveyance to schools, special classes and medical and dental services, unemployment, wireless broadcasts and the museum, new school buildings, additions to school buildings, removal of schools and residences to new sites, maintenance and sanitation, subsidies on voluntary contributions, grading of schools, consolidation, swimming, and the appointment of teachers. They accepted the offer made by the Commissioner of Police that local police officers should conduct prosecutions for irregular attendance at schools in districts remote from Auckland (December, 1931), congratulated Burns on his appointment to the Legislative Council (July, 1934), took note of the provision for short-term extension of leases of education reserves and the administrative machinery for giving effect to the extensions contained in "The Education Reserves Amendment Act, 1934" which amended "The Education Reserves Amendment Act, 1931" (August, 1934), discussed the misbehaviour of children who travelled by train (March, 1935), approved the closing of Paeroa, Netherton, Mangatarata, Waitakaruru and Waharoa schools on account of infantile paralysis in those districts (April, 1937), received letters from Sir Ernest Davis and Sir Algernon Thomas thanking the Board for its congratulations on the knighthoods conferred on them (June, 1937), received instructions relating to import restrictions and the control of overseas funds (May, 1939), resolved to grant schools a special holiday so that pupils and teachers might attend the welcome to the officers and men of *H.M.S. Achilles* (21 February, 1940), and explained to full-time and relieving teachers, probationary assistants and supernumerary teachers that from 12 August, 1940, the cost of living allowance was payable to those in receipt of a salary below £372 per annum, the rate being £13 a year where the salary was £335 per annum or lower and decreasing by £1 a year for every £3 or part thereof in excess of £335 until £1 a year was payable where the salary was £369 — £371 per annum — subject to both National and Social Security Taxes (November, 1940)!

The question of religion made frequent appearances at Board meetings but the members never reached a satisfactory solution to the problem. By means of a circular, the Board informed School Committees that under the Nelson system of Bible reading in schools, the ordinary school hours were shortened by one half-hour a week and that half-hour was devoted to Bible instruction given by a local clergyman approved by the Committee; no definite syllabus of lessons was drawn up but the person taking the lessons was expected to submit the syllabus to the Committee for its approval. The attendance of both pupils and teachers was voluntary and no pupils were admitted to the class unless the parents had expressed a desire for their children to attend; if parents expressed a wish for their children to receive Bible instruction the Committee had to hold a referendum. Pupils who did not attend the Bible reading class were forbidden to assemble during the period when the class was being held. The Rationalist Association and Sunday Freedom League, which numbered Professor James Shelley among its vice-presidents, endeavoured to obstruct the growth of the Nelson system, but at the beginning of April, 1936 there were 206 schools in the Auckland district in which the system had been introduced. The general public accepted the Nelson system, conducted by a number of clergymen, as undenominational. Yet at the risk of bringing about a state of chaos by each minister expounding his Church's beliefs to his own flock, the Board, in June, 1936, gave permission to the Roman Catholic priest in Kaitaia to give doctrinal teaching to Roman Catholics attending the District High School. The interpretation of the 1914 Act in relation to school hours still occasionally exercised the legal advisers of

Education Boards. In 1935 the Otago Board made a by-law which provided that the hours of instruction were to be five hours daily on five days of each week but which empowered a Committee to determine that on one day in each week the number of hours, in the case of one or more Standards, could be 4½. This power to fix different numbers of hours for different Standards did not conflict with the provisions of Section 56 (4) of "The Education Act, 1914" and the Crown Law Office could find nothing elsewhere in the Act which required that the hours of instruction had to be uniform for all standards or classes. For many years it had been the practice to fix a lesser number of hours for the preparatory classes than for the rest of the school and it had never been suggested that it was illegal or contrary to the Act. If this were admitted, then it followed that it was lawful to fix different numbers of hours respectively for different portions of the rest of the school. The fact that in one case the classes were given religious instruction and in the other they were dismissed did not affect the position; the arrangement whereby Standards attended at the school and received religious instruction during a half-hour was immaterial and did not affect the legal position relating to school hours. Besides making provision for 30 minutes of religious instruction on one day of each week, the Otago Board's by-law governing religious instruction and devotional exercises stated that, for the remaining four days of the week, the Committees could reduce the hours of instruction by 5 minutes by fixing the time for opening school 5 minutes later than the usual opening hour. The devotional exercises which occupied this 5 minutes consisted of a hymn, a Scripture reading and a prayer. A deputation representing the New Zealand Bible in Schools League was received by the Auckland Board on 4 November, 1936; it consisted of Archbishop Averill (N.Z. Bible in Schools League), the Rev. E. D. Patchett, the Rev. J. A. Fleming, J. Fleming and Miss Ellen Melville (Auckland Branch of the League), Dr L. G. Drury (Council of Christian Congregations), the Rev. L. B. Busfield (Council of Religious Education), and W. Roberts, A. T. Dow and A. B. Carmichael (School Committees' Association); in its membership six Churches were represented. It urged the Board to make provision for the opening of primary schools each day with 5 minutes' devotional exercises. Miss Melville said that a plebiscite had shown that 80 per cent. of parents desired religious training in schools. At its meeting on 20 January, 1937 the Board resolved that where Committees desired it, permission would be granted for daily devotional exercises of 5 minutes' duration to be observed at schools, on the condition that attendance of teachers and pupils was entirely voluntary. Snell and Fortune looked on the matter as one of great importance. "The present state of the world," said Snell, "shows that spiritual training is a primary necessity." The question of religion in schools did not escape the vigilance of certain prominent members of the N.Z.E.I. and a report on the matter was presented by W. F. Abel of Otago to the Annual Meeting held in Wellington in May, 1937. W. P. Williams of Wanganui spoke about circulars which stated that "the board" wanted teachers to take the instruction and complained that there was "a slight element of compulsion in that". In November, 1936 only 15 schools in Wanganui had bowed to this "element of compulsion" although the Wanganui Board had brought provision for daily devotional exercises into its by-laws in June, 1933. When the Hawkes Bay Board altered its by-laws to grant facilities similar to those in Otago it stated, "No teacher is compelled to attend while religious instruction is being given or while devotional exercises are being taken." And the Auckland circular issued by Dunlop in February, 1937, contained the words, "Attendance will be entirely voluntary on the part of both teachers and pupils. It must be clearly understood that teachers cannot be compelled to take part." The N.Z.E.I., said Williams, had always been officially against Bible teaching in schools. This, of course, was not an argument at all but it appealed to those unthinking unionists who still chose to be hypnotized by the 1877 Act. Other teachers' bodies had expressed other opinions. The Historical Statement which preceded the first Constitution of the Educational Institute of Scotland, 1847, contained the words, "The Institute considers religious training of supreme importance in the education of the young." That had always been the opinion of the Scottish Institute and from 1927 it co-operated wholeheartedly with the Scottish Churches Joint Youth Committee in the preparation of a syllabus of religious instruction for primary and secondary schools. Care should be taken to instil piety in early childhood, said Comenius, and in the Dedicatory Letter to *The Great Didactic* he referred to Solomon turning to the young and adjuring them to remember their Creator in the days of their youth, to fear Him, and to keep His commandments for that was the whole duty of man. But the delegates of primary teachers from the North Cape to the Bluff were more convinced by the reflections of W. T. Slater of Ruapehu than by the wisdom of Solomon; the eloquent Slater did not think that devotional exercises were in the interests of the children. He was obviously out of touch with the principles underlying those syllabuses issued by the West Riding of Yorkshire, Cambridgeshire, Leicestershire, Oxfordshire, Hampshire, Middlesex and other authorities and quoted with approval by the Hadow report on *The Primary School* (1931), — "The teaching of religion is at the heart of all teaching", "An education which leaves this instinct without acknowledgement must be defective, starving a child on the most important side of his nature", and "The aim has been to give instruction in the Christian faith as a living thing with power over daily life". J. H. Finlayson of Wellington averred that devotional exercises would introduce into the schools the teaching of religious dogma and the strife of sectarianism. It was a reflection on the intelligence of the body of teachers that so absurd a view could have carried any weight; no one, except Finlayson and his misinformed supporters, would have expected children to have shades of belief explained to them by subtle casuists during the singing of a hymn, and the reading of a passage of Scripture and a prayer. Miss Winifred Mansfield of Auckland said that devotional exercises would help to satisfy the spiritual side of children, a side which so far had been neglected, but the annual meeting rejected her point of view and by a vote of 60 to

20 carried a remit which stated, "It is desirable that religious instruction in schools be limited to the Nelson system." The importance of this vote was not whether teachers were in favour of devotional exercises or not, but whether they had any right, simply because they were teachers, to decide what should be taught and what not taught in the State's schools. Commenting on their "extraordinary attitude", Snell said, "The teachers are paid servants of the people and it is not any part of their duty to offer obstruction to their wishes."

In an address to the Fourth Annual Conference of the Dominion Federation of School Committees' Associations held at New Plymouth in August, 1937, James Shelley, then Director of National Broadcasting, addressed the gathering and took the representatives of householders flamboyantly through 12,000 years of history, injected into them a number of educational clichés, and endeavoured to convince them that the school had succeeded the church as the centre of the community system. The conference also heard an appeal to School Committees by the Rev. E. O. Blamires of Wellington to allow teachers freedom of action in the Bible-in-Schools question. The Conference gave a unanimous vote expressing the conviction that religious exercises had proved beneficial and that their daily observance was in the best interests of the children of New Zealand. It also upheld the School Committees' powers to grant the use of the buildings for moral and religious purposes; this power had been enjoyed by Committees since 1877 and any attempt to take it away would have been strongly opposed. A week before this meeting, Dr Cyril Norwood, at the Auckland session of the N.E.F. had attacked the "secular education" idea as a form of nineteenth century thought. "It depends," he said, "on whether you accept the doctrine of Karl Marx that the only values are economic, or whether you do not. If you do not, then the basis of education is religious." In October, 1937, there were 236 schools with 26,860 pupils receiving religious instruction under the Nelson system in the Auckland district; 51 teachers in 33 schools took part in the Bible reading and instruction. In 129 schools devotional exercises were taken during the first 5 minutes of the morning session.

The Board continued to abide by the never-ending stream of Orders in Council. By an Order of 22 December, 1931, detailed amended regulations were made for the Training College Entrance Examination and for the Examination and Certification of Teachers.[1] On 15 December, 1932, regulations relating to junior high schools were revoked and the first regulations relating to intermediate schools and departments were made.[2] Regulations relating to the Teachers' Incorporation and Court of Appeal were amended on 20 November, 1933, and important amendments to regulations relating to public schools (salaries, grading, staffing), secondary schools, certificates of secondary instruction, free places in secondary schools, manual and technical instruction, Teachers' Incorporation and Court of Appeal, attendance registers and returns, examination and classification of teachers, grading of primary-school teachers, and the employment and payment of itinerant teachers were made on 11 February, 1935.[1] On 16 September, amendments were made to the regulations relating to the organization, examination and inspection of public schools which referred to certificates of school attainment (Standard III to Form II) and certificates of proficiency and competency (Form II), and regulations relating to architectural bursaries and engineering bursaries were amended on 21 October. Because of the depression and the difficulty experienced by young people in obtaining employment, regulations limiting the tenure of free places were relaxed for a few years, then, by an Order in Council of 22 July, 1936[2] a number of them were amended. A junior free place was then tenable at a public post-primary school for two years from the 1st January preceding the actual date on which the holder was admitted as a free pupil and for 3 years in the case of a holder who was under 13 years of age on 31 December of the year in which he obtained the qualification for a junior free place; and a senior free place was tenable until the end of the year in which the holder reached the age of 19 years. However, in view of the fact that a number of parents were not in a position to pay fees the Minister in March, 1937 approved of the extension of junior free places for an additional year in the case of those pupils who failed to secure a senior free place at the end of 1936 and of the extension of senior free places beyond the end of the year in which the holders would attain the age of 19 years. A few months later, in August, Lambourne sent the Board draft proposals in connection with free places for its comments. Wells and Munro reported that the proposals did not call for special comment and detailed "Free Place Regulations, 1937" were notified in the *New Zealand Gazette* of 2 December (Serial Number 278/1937) and came into force on 1 February, 1938. The only fee-paying pupils in day schools then were those admitted to a post-primary school after they had reached the age of 16 years and had not been awarded a free place by the Director (Regulation 6), pupils over 19 years of age, if the Minister had not extended the free place (Regulation 7), pupils who were not full-time (unless the consent of the Director had been obtained) (Regulation 8), pupils who had transferred from one school to another without permission, at times other than the end of the second year of their course (Regulation 16), pupils whose free places had lapsed or were determined through unsatisfactory attendance, conduct, diligence or progress, pupils in any of the four largest towns who were living outside the boundary of the school at which they were in attendance, and pupils entering New Zealand from overseas with temporary permits from the Customs Department. Pupils under 14 years of age who had not obtained a primary school certificate or an equivalent qualification, could not be admitted even as paying pupils to either a secondary school (except a lower department), a technical high school, a combined school or secondary department of a district high school; but pupils over 14 years of age could be admitted as free place pupils even if they had not obtained a primary school certificate, provided that they had been in regular attendance at a public or registered private school up to a date not more than six months prior to the date of admission to a free place. The lapse of a longer period than six months was not held to be a bar if the Director of Education were satisfied than the pupil was unable sooner to take advantage of his free place. Intermediate certificates were issued in 1937 to those pupils who were recommended and accepted for the award of senior free places, and those pupils who failed to gain senior free places in 1937 either at day or evening classes could have continued as free place holders in 1938. On 11 November, 1937, the Primary Schools Classification and Certificate Regulations, 1937, were notified in the *New Zealand Gazette;* the words "Certificate of Proficiency" were omitted from previous regulations and the words "Primary School Certificate" included. During 1938 regulations issued under the authority of "The Regulations Act, 1936"[1] affected grading (1938/10), manual and technical instruction (1938/12), the Training College (1938/66 and 1938/108), teachers' leave of absence (1938/151) and Education Boards' grants (1938/155); and the extremely important Teachers' Salaries Regulations 1938 (1938/111) were made in September.[2] Some of the other regulations covered intermediate schools and departments (1939/246), educational bursaries (1940/266), and superannuation (1940/321). The application of the numerous regulations and Acts of Parliament was made by the Board's main executive officers, D. W. Dunlop, E. D. Elliott, A. Nixon and R. L. Baxter.

---

[1] See *New Zealand Gazette*, 8 January, 1932.
[2] See *New Zealand Gazette*, 22 December, 1932.

---

[1] See *New Zealand Gazette,* 14 February, 1935 and 11 April, 1935.

[2] See the *New Zealand Gazette,* 30 July, 1936.

Along with the Executive Committee these officers were charged with the duty of controlling the finances of the Board during a very difficult period. During the financial depression of the early 'thirties E. D. Elliott, the Board's accountant, was compelled to exercise the strictest economy. But the times improved and the Board's expenditure for 1936 — Labour's first year in office — almost reached the peak year of 1929 when the total was £887,532; in 1936 the Board's total income was £865,894 (compared with £691,269 in 1935) and the total expenditure was £863,501 (compared with £692,537 in 1935). In July, 1937 the Southland Board sought Auckland's support in its application for an increase in the grant for incidental expenses. When the Education Department requested Boards to make monthly payments to School Committees for "incidentals" the clerical work in small Boards increased rapidly. Southland required an additional member on its staff but its incidental allowance was insufficient. The Auckland Board, however, was unable to support the Southland request owing to the extent of its district, the consequent lower expenses of administration and the fact that it had a considerable credit balance. From 1 January, 1938 the annual grant for general purposes was computed on the basis of a lump sum of £1000 plus a capitation of 3/- per head of the number on the roll; for primary schools and departments the calculation was made on the attendance during the first four weeks of the third term, 1937, and for secondary and intermediate departments on the attendance at 1 March, 1938. Auckland's amount under those conditions was £1000 plus £10,364/5/- (64,705 primary and 4390 secondary at 3/-), a total of £11,364/5/-. By the Education Boards' Grants Regulations, 1938, which came into force on 1 January, 1939, the average attendance on which the annual grant to an Education Board was payable for 1939 was the primary roll number at 16 September, 1938.[1] In 1940 the amount due to the Board for general administration was assessed on the primary roll at 30 September, 1939 (64,741 at 3/-) and the secondary and intermediate roll at 1 March, 1940 (5006 at 3/-); this amount, together with the £1000 grant, was £11,462/1/-. The total income from all sources for 1940 was £1,369,592, an increase of £61,222 on the 1939 figure, and the total expenditure for 1940 was £1,368,343, an increase of £63,858 on the 1939 figure. Some of the items which contributed to the large expenditure were teachers' salaries (£667,970), new buildings (£275,004), conveyance and board (£80,109), Training College (£65,770), maintenance of buildings (£60,757), manual and technical branch (£57,201), grants to Committees (£52,313), and the district high school salaries (£50,636).

---

[1] This Act, which came into force on 1 August, 1936, made provision for the printing and publication of statutory regulations "and for matters incidental thereto".

[2] These regulations made a pamphlet of 54 pages which cost 2/- — "prices for quantities supplied on application"!

Like the people it served, the office staff suffered from the effects of the depression; it was also involved in the change of Government. In June, 1937, the Board was informed that Fraser had under consideration the question of the full application to its employees of the principles adopted in the Government's industrial legislation. The Conciliation Council in the Northern Industrial District Local Authorities Officers' dispute met on 27 July and reached agreement, and the Board, while it was not a party to the awards, increased the salaries of members of its office staff from 1 September in conformity with the scale prescribed in the Local Authorities Officers' Award. From 1 April, 1938, the Board again increased the salaries of its administrative staff. Some of the officers affected were D. W. Dunlop, secretary and advisory officer, (£900 to £925), E. D. Elliott, accountant, (£600 to £625), A. Nixon, assistant secretary, (£550 to £575), R. L. Baxter, chief clerk, (£425 to £450), H. C. Adams, clerk, (£355 to £380), R. H. Barker, clerk, (£355 to £380), A. B. Miller, architect, (£775 to £825), W. S. Putwain, assistant architect, (£450 to £475), R. A. Widdicombe, draughtsman, (£6/10/- to £7/10/- a week) and G. H. Shorland, clerk, (£365 to £390). From the beginning of 1937 the office of the Board closed on Saturdays and the office-hours for week-days were 8.30 a.m. to 5.5 p.m. This arrangement, so inconvenient for country teachers, was the will of the Public Service Commissioners. "The guiding principle to be followed," they said, "is that the convenience of the public must be the first consideration!"

---

[1] See *New Zealand Gazette,* 1 December, 1938.

CHAPTER 41

BOARDS AND COMMITTEES

On the appointment of a new Minister or when their lives stood in jeopardy, the Boards despatched their representatives to assemble and meet together. Smith, although a former Board member, was approached several times before he agreed to a Boards' Conference on 23 and 24 May, 1935. In the customary way, Boards submitted lists of subjects which they looked on as urgent and worthy of consideration; Auckland, for example, suggested that there should be discussions on the consolidation of the Education Act and Regulations, the transfer of teachers, the grading of schools, the appointment of teachers to Grade 0 schools and the appointment of teachers from the beginning of a term, the employment of probationers, the establishment of manual training centres at district high schools, the expenditure of part of the Boards' funds on improvements to school grounds, and the restoration of subsidies on voluntary contributions. Wells and Dunlop represented the Auckland Board at the 1935 Conference and Dunlop was elected chairman of the Secretaries' Conference which met on 21 and 22 May; this meeting produced a report on the grading of schools and teachers, staffing, salaries, and the transfer of teachers, which it presented to the Boards' Conference. Nothing was achieved in the matters of administration, staffing and salaries, and the training of teachers; discussion of these matters was postponed until Lambourne, the Director, had made a visit overseas. However, Smith agreed that when Lambourne returned he would appoint a special committee consisting of officers of the Department, two representatives of the teachers, and four representatives of the Boards — Dunlop (Auckland), W. L. Dunn (Hawkes Bay), H. J. Thornton (Nelson) and G. N. Boulton (Wanganui) — with Lambourne as chairman, to investigate staffing and salaries.

In the month following the Conference Lambourne left New Zealand to gain, amongst other things, information on administration. Before he wrote his report there had been a change of Government and so it was addressed to Fraser on 6 March, 1936, — but it contained no evidence that he had studied educational administration. The effect of the Lambourne report on Aucklanders was as nothing compared with the interest shown in a report made public in the previous month — that of the engineers H. H. Watkins (Auckland), G. A. Hart (Wellington) and E. F. Borrie (Melbourne) — which stated that the outfall and treatment works for the southern area of the proposed drainage district should be at Motukorea or Brown's Island, and the outfall and works for the northern area should be near Ranopara Point, between Castor

Bay and Campbell's Bay! Fraser agreed to a Boards' Conference to be held in July, but instead of relying solely on remits from the different Boards he presented them with a long list of subjects upon which to express their opinions. Many of them were mentioned in Lambourne's report, — re-organization of the system, scholarships, school books, householders' meetings, milk supply, agricultural clubs, intermediate schools, manual training facilities, raising of the school-age, teachers' salaries, overscale teachers, dearth of applicants for Grade I assistantships, movable residences, removal expenses, restoration of 2A assistantships in Grade VII schools, grading and staffing of schools, School Committee allowances, consolidation, post-primary conveyance, accidents to children and teachers, safety of children conveyed, road dangers, and children who were not receiving education. He also asked for opinions on the administration of education with special reference to the function of Education Boards, Secondary and Technical School Boards, and the possibility of consolidation or unification of control. Southland and Canterbury were opposed to unification of control; Nelson was divided on the question; and Taranaki, Wellington, Wanganui and Auckland were in favour of unification of the control of primary, secondary and technical education. "A good many evils have from time to time been ascribed to the present system of separate Boards," said Wanganui, "but the Board is of the opinion that a great deal of the overlapping between post-primary Boards is due to lack of proper coordination in the Department. We have highly educated men at the head of the Department and their time seems to be fully occupied with administrative matters instead of educational matters. It is contended that the Department needs re-organizing to provide that the administrative side should be under a suitable head and so relieve the Director to allow him time to read, plan and think of the educational side of the system." All Boards agreed that the consolidation of the Act and Regulations was urgently needed. The Auckland Board regarded that subject as the most important and most comprehensive of those set down for discussion. Dunlop was unanimously elected chairman of the Secretaries' Conference which reported to the Boards' Conference on a number of topics of such routine and administrative importance as transfers, monetary difficulties of Boards and Committees, staffing and salaries. The Boards' Conference affirmed the principle of unification of control of education from the kindergarten to post-primary provided the unified Boards were given greater powers than the existing Boards possessed at that time. It requested the Minister to give the Boards representation on any committee set up to deal with unification and the re-organization of education. In a reply, made in November, Fraser said, "I shall be pleased to consult Education Boards in regard to any proposals for the re-organization and unification of our education system." The Boards' Conference requested the Minister to authorize a consolidation of the Education Acts and Regulations. It set up a sub-committee consisting of Wells, W. V. Dyer (Wellington) and the Hon. W. H. McIntyre (Nelson) to consider the functions of the Department, the powers and duties of Boards and School Committees, teachers' salaries, grading schemes, greater co-ordination between primary and post-primary work through the medium of the intermediate school, the various curricula, and "general matters in relation to the re-organization of the system"; all Boards were asked to consider those particular matters and pass on their views to the sub-committee. "It is my intention," said Fraser, in November, "next year to consolidate the Education Acts and the Regulations made thereunder, and before that is done I shall be pleased to give very careful consideration to the report of the sub-committee that was set up."

At the beginning of 1937 the Boards made their hasty reviews of the Atmore Report. On the subject of the unification of administrative organization and control within each area of educational authority the Atmore Committee had recommended:—

> That this Committee is of the opinion that unification of control of the existing primary, secondary, and technical education in New Zealand is desirable.
>
> That the existing post-primary school Boards be continued as School Councils for their respective schools, except that where a single Board has controlled more than one school a separate School Council shall be set up for each school.
>
> That the present divisions of the Inspectorate be abolished, and a single inspectorate be organized consisting of specialist inspectors, the inspectorial staff within each Board district to inspect all grades and types of schools within the District, and to include one woman inspector.

With those recommendations, the Auckland Board, and most of the others, expressed agreement. The Boards agreed generally with the Atmore recommendations that the duties of the Department should include control of the syllabus of instruction, school certificates, inspection of schools, and classification of schools; but they clung tenaciously to their privilege of appointing teachers. They were unanimous in their disapproval of the Atmore recommendation that the Department should take over the distribution of capitation allowances, special grants and subsidies, and the payment of teachers. Most of the Boards agreed that the Department should administer the Teachers' Superannuation Fund. Auckland and Wellington agreed with the Atmore recommendation that the Department should have the "power to make regulations (1) requiring Boards to share services and officers where, in the Minister's opinion such a course is desirable in the interests of efficiency or economy, and (2) to ensure that earmarked grants are applied to authorized purposes only". Most of the Boards, including Auckland, disapproved of the Atmore suggestion that the Department should control the appointment of nominated members of Boards. Boards were evenly divided on the fate of the Child Welfare Branch; Auckland approved of the Atmore recommendation that the Department should control it. The Boards were overwhelming in their disapproval of the Atmore recommendation that the Department should keep control of Native schools. The Boards had no hesitation in agreeing with the Atmore recommendation:—

> That the allowances paid to School Committees should be increased and adjusted so as to provide adequate funds to meet essential requirements, and that subsidies on moneys raised locally for school purposes should be on a generous basis.

Auckland agreed with the Atmore Committee that there should be only one Teachers' Register for the whole teaching service; but the Boards were evenly divided on that point. The Atmore Committee had recommended:—

> That a new salary scale be prepared covering the whole Education Service, with a view to the elimination of anomalies at present existing as between the primary, secondary, and technical services, and between men and women teachers; and that this scale should be based upon the principle of the payment of the teacher instead of the payment of the position, together with recognition of family responsibilities.

Most of the Boards approved of this suggestion. The Auckland Board neither approved nor disapproved; it merely pointed out that the Minister had already set up a special committee to report on salaries. In October, 1936, the Department had asked the Boards' Association for the names of three representatives. The 1935 Conference had appointed four representatives, but a vote resulted in Dunlop, Dunn and Thornton being chosen and a preliminary meeting had been held in Wellington on 11 December, 1936. The N.Z.E.I. representatives on this committee were Miss J. Park, J. H. Finlayson and G. R. Ashbridge, and those representing the Department were Lambourne, McIlraith and C. E. Crawford, Secretary of the Teachers' Superannuation Board. There had been a general discussion on staffs, salaries and grading and the principles upon which the committee should conduct its deliberations. Members had then gone to their respective Boards to solve such problems as, — Should there be group grading and, if so, should each group be sub-graded? Should there be groups of assistants or just one group? What was to be the basis of the salary scale? Should there be differentiation in salaries between men and women? If there were to be no differentiation between salaries of men and women, what married allowance should be paid to married men? How many grades of schools should there be, and what should be the number of pupils in each grade? How many single men were there in the Service and what was their average age? Should there be uniform annual increments in salaries from minimum to maximum, or should there be provision for efficiency bars? What was the ratio between the lowest and the highest salaries in the Service? Should rent be charged for a residence? And should provision be made for compulsory transfers? The Committee did not meet again until 9 March, 1937, a few weeks after the Boards' review of the Atmore Report. The Boards were evenly divided on the recommendation:—

> That the system of numerical grading hitherto in use in the primary service be abolished in favour of classification by inspectors in broad groups based upon teaching efficiency.

The Auckland Board considered that it would still be necessary to grade teachers within each group for promotion. The Boards — with the notable exception of Wellington — disapproved of the recommendations:—

> That the appointment of teachers should be entrusted to a National Appointments Committee constituted in a manner similar to the present Teachers' Grading Appeal Board, the system of appointment to include provision for —
> (i) Preparation of Teachers' Classified Roll:

> (ii) Preparation of an annual Promotion List within each classified group, based upon Inspectors' reports, copies of which should be supplied to the teachers:
>
> (iii) Appointment by National Committee, which shall also have power to transfer, reasonable removal expenses to be paid in cases of compulsory transfer:
>
> (iv) All appointments to be made in the same month of the year, with consequential appointments in the month following; vacancies then remaining to be filled by transfer, and sufficient permanent relieving staff to be maintained to fill casual vacancies until next period of appointment.

But they agreed to the provision for the, —

> Right of appeal to Teachers' Court of Appeal against (a) non-inclusion in the Promotion List; (b) suspension, dismissal, reduction of salary, non-appointment, or transfer to a lower paid appointment.

"As soon as it is recognized that every child should have post-primary education of a kind for which he is best fitted," said Fraser, "a closer relationship between all schools, primary and post-primary, becomes essential, in order that the individual should be free to move easily from school to school or from course to course with adequate guidance at each stage." That, he said, was the main purpose of his new Education Amendment Bill. It provided for the unification of controlling authorities under 12 Education Boards; it also made the following recommendations:— the establishment of an Advisory Council of Education and of a special Advisory Council of Adult Education (with local committees), the appointment for each education district of an officer of the Department of Education, to be known as "the Education Officer", the constitution of a special Board of Appeal to hear appeals from teachers against non-appointment, the raising of the school-leaving age to 15 years, permission for religious instruction to be given in public schools (for half an hour on two days each week) by approved persons, and removal of restrictions against the employment of married women as teachers. When Smith (New Plymouth) asked Fraser in the House on 5 November, 1937 what progress had been made in the consolidation of the Acts and Regulations, Fraser replied that instead of consolidation it might be advisable to bring down some much-needed amendments — "the bigger job would come later". And so an Amendment Bill was given its first reading on 15 March, 1938 — the last day of the session — and was thereupon referred to the Parliamentary Education Committee which was given permission to meet during the recess. On 29 September, 1937 this Select Committee had been appointed "to consider all matters relating to schoolteachers, education, and public instruction generally, public-school training of teachers, higher education, technical education, manual instruction, and such other matters affecting education as may be referred to it." Its members then had been H. Atmore (Nelson), W. A. Bodkin (Central Otago), the Rev. Clyde L. Carr (Timaru), the Hon. J. G. Cobbe (Oroua), H. E. Herring (Mid-Canterbury), T. H. McCombs (Lyttelton), the Rev. A. H. Nordmeyer (Oamaru), C. R. Petrie (Hauraki), S. G. Smith (New Plymouth) and Fraser; but on 15 March, 1938 when it was given power to sit during the recess Cobbe's place was taken by H. G. Dickie (Patea). Of the ten members, four — Atmore, Bodkin, Carr and Fraser — had been members of a former Recess Committee!

The Education Boards' Association, with the ubiquitous Deavoll as its secretary, met in Wellington on 30 March, 1938, to consider the Bill. Wells and Dunlop again represented Auckland. The Auckland Board was critical of Fraser's Bill. It was of the opinion that consolidation and codification of the existing Education Act and Regulations, rather than a mere outline of certain changes proposed in the Bill, should have been undertaken; legislation could then have been prepared covering the whole of the educational law and its amendments. It felt that there was a pressing need for a complete revision of the Act, with provision, first, for a primary course ending at the age of 11 plus, second, intermediate schools to carry on to the age of 15 years those pupils who were not proceeding to any form of secondary education with provision, where secondary schools were available, for the transfer from the intermediate schools of those desiring secondary education to high schools or technical colleges at the end of their second or preferably third year, and third, for a fuller curriculum that would cover the needs of pupils to the age of 15 years in primary schools where intermediate schools were not possible. The Bill, it said, bore traces of hurried preparation and was based largely on the recommendations of a committee which had spent only a short time on its investigations. A majority of the Board opposed the proposal to sub-divide the Auckland district into three. The six Urban members — Campbell, Fortune, Munro, Wells, Rew and Spooner, — and the two members representing the West Ward — Primrose and Bowyer — were definitely opposed to the proposal; the two East Ward members — Burns and Macky — and Sims, of Hamilton, supported the proposed division on the condition that unified control was assured. The Northern members, Elliott and Morrison, asked for a poll to be taken of the Committees in their Ward. Snell of Hamilton was the only member who approved the division which Fraser proposed. Most of the School Committees in the Auckland District were opposed to the subdivision. The Board had taken two polls of the District; the first, taken in 1931 immediately after the issue of the Atmore Report, resulted in 92 in favour of division and 363 against; the second poll had been held in 1937 and in spite of a great deal of propaganda the result was a vote against division by 228 votes to 148. An interesting feature of the vote was that some of the most distant schools from Auckland and some close to the proposed new centres were among those Committees that voted against sub-division — in the North, Dargaville, Kaitaia, Kawakawa, Rawene, Ruawai, and Warkworth district high schools, and Whau Valley; in the South, Morrinsville, Ngatea, Opotiki, Otorohanga, Raglan, Waihi, Whakatane, Tauranga, Te Puke and Katikati district high schools, and Coromandel, Edgecumbe, Kawhia, Rotorua, Thames, Fairfield, Forest Lake, Frankton, Hillcrest and Whitiora — the last five schools all being in Hamilton. The Auckland Board claimed that its administrative costs were the lowest in the Dominion and that its efficiency was at least as great as that of any other Board. The cost of administration by the Auckland Board during 1936 was at the rate of 3/1 per unit of average attendance; Otago's figure was 4/3, Canterbury's 4/5, Wellington's 4/9, Wanganui's and Southland's 4/11, Hawkes Bay's

5/-, Taranaki's 6/2 and Nelson's 6/3. The Bill proposed to cut down the airline distance in the Auckland District from 363 to 58 miles; at the same time it proposed to add considerably to Nelson. The Auckland airlines distances were, —

Whangarei to North	100 miles	160
Whangarei to Waiwera	60 miles	
Auckland to Waiwera	25 miles	58
Auckland to Mercer	33 miles	
Hamilton to Mercer	35 miles	145
Hamilton to Opotiki	110 miles	

The Board did not consider that the size of school population was an argument for or against division. The proposed division would have created the following roll numbers:—

	Primary	Intermediate	Post-Primary
North Auckland	9,563	279	488
Auckland	31,093	1,279	7,743
South Auckland	21,388	507	1,534

The 1912 investigating committee had reported in favour of cutting down the then 13 Education Districts to 5, with a minority on the Commission in favour of 4 — co-terminous with the University districts — because it was convinced that efficiency and economy of administration varied in direct proportion to the size of the District. With the passing of 26 years, because of road, motor, rail, air and telephone services, the size of the district mattered less in 1938 than in 1912. The areas of the proposed Districts would have been as follows:—

Northland	5,332 square miles
Auckland	2,450 square miles
South Auckland	12,920 square miles
Taranaki	4,907 square miles
Wanganui	5,914 square miles
Hawkes Bay	8,156 square miles
Wellington	8,078 square miles
Nelson	12,899 square miles
Canterbury	8,366 square miles
South Canterbury	7,544 square miles
Otago	11,186 square miles
Southland	15,074 square miles

The number of schools in the dismembered Auckland District under the proposed division would have been as follows:—

Grade	North Auckland	Auckland	South Auckland
0	5	4	5
1	61	34	56
2	58	29	57
3	70	56	114
4	7	15	20
5	3	11	7
6	2	12	7
7	—	26	6
	206	187	272
D. H. Schools	7	4	16
Int. Schools	—	1	—
Int. Depts.	1	2	3
High Schools	1	6	2
Tech. High Schools	—	3	1
School of Art	—	1	—

In the proposed North Auckland area there was not one Grade 7 school, and of the 206 primary schools in that area 124 — 64 per cent. —

were sole charge schools. Every School Committee in the Rodney and Hauraki Plains Counties protested against their exclusion from the Auckland District.

Under the provisions of the Bill, the post-primary schools in the city and suburbs would have had about 7743 pupils with 4 representatives on the Board while the Thames High School would have sent one representative for only 182 pupils and the Pukekohe Technical High School would have been entitled to one representative for 227 pupils. In the outer sub-division of Auckland there would have been 2 representatives for 3676 primary pupils, while there would have been 2 representatives for 409 secondary pupils in the same area. In the South Auckland districts, in the inner sub-division, 1354 post-primary children would have been represented by one member; while in the outer sub-division Rotorua High School, with 196 pupils, would have had one representative. In the Northland area, there was only one secondary school, with a roll of 488, which would have entitled it to one representative, while 2534 primary pupils in the inner sub-division would have been entitled to only one representative. The Board did not think that the teachers' representative should have been a teacher in its employ. His regular attendance at meetings of the Board and its committees would result in some disorganization of work in his school, while, in the event of any complaint being lodged against him in connection with his school duties, the position would be embarrassing.

The Auckland Board held the opinion that Native schools should be placed under the Boards. According to the latest report which members could have seen there were 140 Native schools with 9098 children at 1 July, 1936; 12 mission and boarding schools had 674 children; but in 851 public schools there were 10,534 Maoris.[1] In the Auckland District alone there were 5946 Maori pupils on the rolls of 438 schools. In 41 schools, from 30 to 40 per cent. of the pupils were Maoris; in 19, from 41 to 49 per cent. were Maoris and in 71 schools 50 per cent. or more were Maoris. It seemed absurd that the Board's teachers and the inspectors of primary schools should have been able to deal satisfactorily with these pupils yet an adjoining school with possibly no more Maori pupils should have had to be visited by an inspector of Native schools. The Board suspected that the Parliamentary Committee had been influenced in its proposal to retain these schools under the Department by a report made by D. G. Ball, inspector of Native schools, in which he made a strong plea for the "re-creation" of the Maori people through the introduction into the Native schools of a training in Maori arts and crafts. Members of the Auckland Board felt that this was a mistaken view. They believed that the regeneration of the Maori race depended upon training them "to hold their own" as the equals of the pakeha. This, they said, was to be brought about by giving them a sound elementary education with particular attention to the arts and crafts of the European — woodwork, metalwork, the elements of practical agriculture, housecraft and cooking — with a knowledge of food values and home nursing, rather than in spending their time over the weaving of mats and Maori carving which would be of little practical value.

---

[1] At 1 July, 1938 there were 11,452 Maoris in 854 public schools but only 9768 in 143 Native schools.

When the Governor-General opened the new session of Parliament on 28 June, 1938 he announced that his advisers had devoted careful attention to the matter of educational policy; the draft Bill had been receiving the consideration of the Education Committee. At the beginning of July the committee reported that it had heard extensive evidence on the Bill and that it approved of the principles embodied in it; it recommended that the Bill should be introduced with certain alterations, amendments and modifications! The committee's review of the Bill and the evidence presented by different bodies throughout New Zealand impressed upon Fraser the chaotic state of educational legislation and they convinced him that the bringing down of a consolidating measure would be a long and difficult task. And so, on 12 September a shorter measure dealing with immediately urgent matters was read a first time and a second time *pro forma,* and referred to the Education Committee (re-appointed on 14 July). It passed both Houses on the 15th and the session ended on the following day. "The Education Amendment Act, 1938" provided for increasing the flat-rate annual grant to each Board from £750 to £1000 and the capitation fee payable on each child on the average attendance from 2/6 to 3/-; it repealed the provisions under which parents contributed towards the salary or board of teachers in Grade 0 schools; clause 4 was mainly a "machinery clause" and dealt with the new salary scales, and clause 5 concerned superannuation contributions; restrictions on the employment of married women teachers were removed by clause 6; and clauses 7 to 11, inclusive, established the Council of Adult Education. In the Legislative Council the measure was supported by F. E. O'Flynn (Canterbury), who had been in the teaching profession for fifty years, and by Board members, McIntyre of Nelson and Burns of Auckland. "The Bill will go through," said Burns, "and I hope that when we return after the New Year we shall have the main Bill to revise the Education Act of New Zealand. Such revision is long overdue."

The General Election was held in October and the Labour Party was returned with 53 seats; Nationalists numbered 25, and there were 2 Independents.[1] Against a domestic background of labour disputes, opposition to the issue of import licences under the Government's trade control scheme, the partial introduction of Social Security benefits, extra taxation and the Centennial celebrations, the Government continued the building and consolidation of schools, the conveyance of children and the extension of the Correspondence School; it introduced a new system of physical education; more pupils than at any time in the Dominion's history advanced from the primary into post-primary schools — in 1939 the percentage of primary school leavers who continued their education in this way was 64 — and Fraser made his swan-song as Minister. "The Government's objective, broadly expressed," he said, "is that every person, whatever his level of academic ability, whether he be rich or poor, whether he live in town or country, has a right as a citizen, to a free education of the kind for which he is best fitted, and to the fullest extent of his powers." There was nothing really original in that — much the same sort of thing had been uttered by Luther in the 16th century, by Rolland, La Chalotais and Helvetius in the 18th century, by Talleyrand and Condorcet during the French Revolution, and by Jefferson, Washington, Madison and Horace Mann in the United States. But Fraser's words were so quotable that men mistook them for an altruistic invention of the Labour Party. He left to Mason the task of turning what could be a mere pious platitude into a principle of action involving what he called "the re-orientation of the education system"; he also handed on to Mason the legislative chaos which he, himself, had inherited and the decade ended lamely with two Reserves and other Lands Disposal Acts.

---

[1] One of the defeated candidates was Smith, former Minister of Education; his seat for New Plymouth was captured by F. L. Frost (Labour).

During the 'thirties, the School Committees — that lowest order of the administrative hierarchy — lifted their distant voices in an endeavour to count for something in the educational deliberations of the Dominion. Among those who contributed to the debates of the Auckland School Committees' Association during the 'thirties were Walter Dixon, the first life-member of the Association, who retired from the post of secretary after 15 years in office, his successor, A. T. Dow, C. S. Morris of Newton, the Association's second life member, who succeeded S. E. Chappel as president in 1931, Alfred Roberts of Brixton Road, president in 1932 and 1933, W. W. Murray of Remuera, president in 1934, W. H. Fortune of Ponsonby, president in 1935 and 1936, F. C. Pace of Te Papapa, president in 1937, A. A. Buckley of Kowhai, president in 1938, Mrs F. W. Mountjoy of Onehunga who in 1939 became the first woman to hold the office of president, and L. E. Rhodes of Kowhai who became president in 1940 and whose activities in the interest of education still permitted him to carry on his business in the building trade, to be mayor of Mount Albert for 8 years, a member of the Auckland Transport Board for 3 years and of the Auckland and Suburban Drainage Board for 8 years, vice-chairman of Trinity Theological College and president of the Dominion Executive of the Methodist Men's Fellowship Movement. Other prominent members of the Association were G. E. Spooner of Maungawhau who had been president in 1928-29 and was editor of the *School Committee Journal* before A. T. Dow, R. A. Rew of Ponsonby, who had been president in 1926-27, D. Millar of Mt Eden, F. B. Watts of Owairaka, A. L. Spence of Remuera, and Mrs F. McBride of Gladstone Road. Working in association, the School Committees extended to the uttermost the provision that they were to have "the management of the school or schools within the school district" and endeavoured to influence the Minister and the Department on a multitude of subjects. Their energy was unbounded and they brought to bear on education the common sense and extensive practical knowledge of "the man in the street". During 1931 and 1932, for instance, delegates to the quarterly meetings discussed homework and its abolition, the need of fire drill for pupils in schools and of free water in all schools, and extra capitation grants for Committees; they impressed upon the Board that Newton West, Grafton, Mt Eden, Gladstone Road, Richmond Road, Onehunga, Ellerslie and Parnell schools stood in need of replacement or extensive repairs; they agreed among themselves that milk should be supplied free of cost to all scholars, that a "leaving" — not "proficiency" — certificate should be granted to pupils, and that a lady inspector should be appointed. Of particular interest to Committees at the beginning of the 'thirties were the subjects of school text-books, the exclusion of the five-year-olds, and the creation of a Dominion federation of School Committees.

With information received from the Master Printers' Association, the Auckland Committees opposed the action of Masters, Minister of Education, in extending the contract with the publishers of the school text-books for a further period of four years instead of calling for tenders. A deputation from the Association, together with representatives of the printing trade, interviewed Masters in Auckland in September, 1932; it was an unsatisfactory meeting, Masters dismissing the deputation with the advice that as far as he was concerned the matter was closed. The delegates who met in Wellington on 15 and 16 November, 1932, at the first National Conference of School Committees' Associations agreed with the Otago suggestion that the Education Department should prepare and own the copyright of all school text-books and that the printing of them should be submitted to open tender, and another deputation consisting of Roberts and Morris of Auckland and A. J. Phillips of Manawatu waited upon Masters and Forbes, the prime minister. Householders' meetings supported the Committees and 19,000 parents signed a protest against Masters and the Government; but it was ignored in what Morris called "a most autocratic" manner. Some committees felt that the portfolio of Education should not be held by a member of Parliament who was not elected by the people.

Section 32 of "The Education Act, 1914" placed the control of public schools within the Education Districts in the hands of the various Boards subject to any other provisions of the Act and of the regulations under it and Section 2 of the Act defined "school age" as any age between 5 years and 15. "The Finance Act, 1932" stated that no child under the age of 6 years should be on the roll of any public school and it altered the meaning of "school age" from 5 to 6 years. There was thus a difference between "school age" (6 to 15 years) and "compulsory school age" (7 to 14 years) and in terms of Clause 56 (1) of the Education Act, no child above school age (15 years) could be on the roll of any public school without the special leave of the Committee unless the school were a district high school. In the *Education Gazette* of 1 July, 1932 the tactless and high-handed Strong inserted information "for the guidance of teachers". "No child under six years of age," he said, "who is not entitled to be on the roll may attend a public school." The Board was not aware that any instruction had been given to teachers until it had received the *Education Gazette* and in a letter of protest to Masters it contended that such instructions to teachers should be given through their employing Boards. Strong explained that the practice of allowing children under school age to attend was never recognized officially and as so few children went to school before school age was reached it had been unnecessary, in the past, to stop the practice. The position had changed. It had to be realized, he said, that the schools were staffed in relation to the amount of work teachers were called upon to do, and this was assessed on the basis of the average attendance of all pupils of school age; if pupils under school age were admitted, he argued, that would be tantamount to an abrogation of the regulations that were framed to deal basically with the work of teaching, and would, indeed, be contrary to the intention of the legislature in raising the age. The Nelson Board obtained legal opinion to the effect that Strong had no power to make such a statement as appeared in the *Education Gazette.* Under the Auckland Board it had been the practice when the age of entrance was 5 years to admit children at the beginning of the term, and it had been found to be of advantage to the teachers and the children; it therefore informed Masters that it did not consider that there could be any strong objection to children being permitted to attend school from the beginning of the term in which they reached the age of six years provided that their names were not entered on the school roll. When teachers asked the Board if it were legal to enrol a pupil at the beginning of a term if the child attained the age of 6 years during the term holidays, it referred them to Clause 3 of Form A-6 relating to attendance registers and returns[1] and advised them that if a child attained the age of 6 years not later than 31 August he could be admitted to school during the second term. The Department's legal advisers, however, in June, 1933, advised Lambourne — now Director — that the vacation did not form part of a school term and consequently a child becoming 6 years of age during the holidays could not be enrolled until the beginning of the next term. However, in October, the Minister directed that the vacation which immediately followed any school term should be regarded as part of that term. And according to Section 8 of "The Education Amendment Act, 1932-33" a child could be enrolled in any public school or Native school at any time within the first four weeks of the school term in which he attained the age of 6 years.

In September, 1932 the Executive of the N.Z.E.I. addressed an emotionally-worded brochure on the exclusion of the five-year-olds to members of Parliament, Education Boards, School Committees, Home and School Associations and citizens generally. It stated that "first consideration must, of course, be given to those immediately concerned — the five-year-olds themselves". This "undermining of what used to be regarded as the finest education system in the world" threatened the injury and neglect of five-year-olds and further retardation of many children. More convincing were the statements on the loss of teaching power and the loss to teachers; they were more convincing because they were based on something definite. The National Expenditure Commission, after considering the advice of the permanent head of the Department, had stated, "A reduction in the numbers of pupils attending the primary schools would be one effective means of reducing the size of classes and also the cost of education, and we recommend the raising of the age of entrance to six years." The economists reckoned that the savings "during the next financial year" would be £2000 from capitation to Boards and £9000 from incidental expenses to School Committees. But the fall in school attendance threatened about 300 head teachers and 200 assistants with the loss of their positions and reductions in their salaries varying in amount from £20 to £85 a year. "These losses," said the N.Z.E.I., "will be in addition to the reduction of 19 per cent. which has already been made, and to the loss of remote allowance most unjustly inflicted on a certain section of teachers two years ago. With the consequent loss of superannuation and blockage of promotion, it will be seen that not only are the children being called on to bear more than their share of the burden of the depression but the teachers also." Throughout the country in April, 1933 householders' meetings protested against the raising of the entrance age and notified the Board and the Primary School Committees' Association of their resolutions. The raising of the age involved such questions as the speed with which six-year-olds learn, the difference between powers of attention and concentration of five-year-olds and six-year-olds, the probability of the six-year-olds catching up any possible lost ground, the difference in physique and general health of the five-year-olds and the six-year-olds, and the difference between five-year-olds and six-year-olds from the points of view of discipline and their ability to work and play with other children.[1] Through its *Journal,* the Auckland School Committees' Association — the name "Primary" was omitted after June, 1933 — informed its affiliated bodies that the 11 or 12 per cent. reduction in school rolls indicated a proportionate reduction in staffs. It appeared that unless changes were made in the staffing scale 600 teachers would be unemployed. "Taking the average primary teacher's salary at £200 per annum," said the *Journal,* "there will result a saving of something approaching £120,000 in the salaries bill. With the prospective loss of employment for 600 teachers the necessity for maintaining the four training colleges will disappear for a period estimated at two years."[2] The Coalition Government withstood organized petitions and refused to restore the 5-year-olds; the School Committees' Association exerted as much pressure as possible during the General Election of 1935 and the Labour Government's "Education Amendment Act, 1936" which was deemed to have come into force on 1 January, 1936, lowered the entrance age to 5 years.

---

[1] "For the purpose of recording attendances of pupils the school year shall be divided into three terms, ending not later than 15th May, 31st August, and 31st December, respectively."

On 15 and 16 November, 1932, delegates from Auckland, South Taranaki, Hawkes Bay, Manawatu, Wellington, Canterbury, South Canterbury, Otago and Southland met in Wellington and held the first national conference of School Committees' Associations; the Auckland delegates were Alfred Roberts and Charles S. Morris. It was decided to form a National Federation and a constitution was drafted. When the matter was discussed at the March, 1933 meeting of the Auckland Association, D. Millar (Mount Eden), W. W. Murray (Remuera), Mrs F. W. Mountjoy (Onehunga), C. Webb (Dargaville), A. Buckley (Kowhai) and G. E. Spooner (Maungawhau) spoke against the proposed federation but with a vote of 32 to 15 the Association supported the move and the first Dominion Conference was held in due course at Timaru. During the year 1934-35 the executive of the Auckland School Committees' Association acted also as the executive of the Dominion Federation. Roberts was president, W. Dixon was secretary and treasurer, and the other members were A. L. Spence, C. S. Morris, A. T. Dow, F. C. Pace, A. A. Buckley, D. Millar, W. H. Fortune, W. W. Murray, Mrs F. W. Mountjoy and Mrs F. McBride. At the second annual general meeting of the Federation, held at Palmerston North in August, 1935, Roberts made a presidential address in which he looked backward at the past, thoughtfully at the present, and forward to the future. "On almost every hand," he said, "one hears the oft-repeated expression: 'Things are not what they used to be'. That expression is literally true in a good many walks of life and it may be truthfully applied to the work in which we are all engaged. School Committee work has brought us face to face with problems that have beset us at almost every corner we turn. Conditions have altered socially and economically. Financial difficulties through which we pass leave a trail blazed, as it were, by the axe of economy."

---

[1] See A. E. Campbell, *The Academic Attainment of Late Entrants to Primary School* (N.Z.C.E.R. Bulletin No. 4, Wellington, 1940).

[2] *The School Committee Journal,* September, 1933.

Although the Auckland School Committees' Association discussed the size of classes, dental clinics, teachers' residences, frequent changes of staff, trespassing on school property, safety of schoolchildren from motor traffic, wireless programmes for children, newspaper boys, handwork in schools, transport of children, malnutrition, and the cost of lighting and power, it also grew in educational knowledge when it heard lectures from Henry Binsted on "The Overcrowded Syllabus" and "The Place of the Kindergarten in the Primary Schools", G. J. Park on the aims and objects of the Crippled Children Society, Fanny Taylor on "Education Adjustments", Duncan Rae on "The Modern English Schools", J. F. Wells on "Searching Abroad for a New Educational Outlook", E. G. Jones on "Education in U.S.A. and Abroad", and Dr Hubert Smith of the Department of Health on "Sex Education in Home and School". On occasions delegates turned from routine matters to social relaxation, and on 8 October, 1938, 200 of them foregathered at the Ascot Tea Rooms in Queen Street and celebrated the 21st anniversary of the founding of the Association; a Service of Thanksgiving was conducted on the following morning at Knox Presbyterian Church, Parnell, by a delegate, the Rev. G. A. D. Spence. "A joyful and pleasant thing it is to be thankful."

CHAPTER 42

GUIDEPOSTS AND LANDMARKS

At the end of December, 1930 there were 761 schools — including 38 half-time schools, 25 district high schools and 3 junior high schools — in the Auckland District, and at the end of December, 1940, there were 659 — including 4 half-time schools, 31 district high schools, 1 intermediate school, 1 combined intermediate and district high school, 3 combined intermediate and secondary schools, and 1 combined intermediate and technical high school. The roll numbers in December, 1930, were 35,971 boys and 32,578 girls, a total of 68,549, and the average numbers were 33,240 boys and 29,852 girls, a total of 63,092. The roll numbers at December, 1940, were as follows:—

	Boys	Girls	Total
Primary	33,985	31,761	65,746
Intermediate	887	816	1,703
Secondary	1,377	1,651	3,028
	36,249	34,228	70,477

The year 1937 marked the sixtieth anniversary of the passing of the 1877 Education Bill and many schools whose age reached three score years about that time marked the occasion with scholastic celebrations or gaudy-days. Others, not so ripe, made the most of jubilees, silver jubilees, coming-of-age rejoicings and reunions of former pupils. Waipu Upper held a reunion of former pupils of the Braigh school on 19 May, 1937. In November, 1940, Snell and Sims represented the Board at the Coming-of-Age fête at Whitiora. Fiftieth anniversary celebrations were held at Maromaku (November, 1940), Whangamarino (September, 1938) and Epsom (December, 1936); in September, 1938, Takahue held its golden jubilee, the first of its kind in the Mangonui county; Banks and Burns, East Ward members, and Spooner, an old pupil, were authorized to attend the jubilee celebrations at Te Puke in August, 1933. Diamond jubilees were celebrated at Dargaville (October, 1938), Victoria Valley (January, 1940), Pukekohe East and Huntly (March, 1940), Rangiaohia (June, 1939) and Helensville (October, 1938). In 1937 the Grafton school celebrated the diamond jubilee of its acceptance into the public school system with speeches, songs, and prayers. Old Newtonians looked back to 13 August, 1877 when the Newton West school opened under Albertlander John Edwards and for three days in August, 1937 they enjoyed a reunion, dinner at Farmers', speeches, dances, a procession, hymns and prayers. When Mangere Central had its eightieth birthday in July, 1939 the Committee had the grace to include a Divine Service in its celebrations too. Like Mangere Central, the Northcote school held a Divine

Commemoration Service when it celebrated its diamond jubilee in March, 1938.[1] The Beresford Street diamond jubilee in April, 1938 reminded old Aucklanders of Harrison's Auckland West No. 2 school on the corner of Hepburn and Wellington Streets and the opening of a new building in 1879 by the mayor, Thomas Peacock. Undisturbed by the observance of educational festivities, other schools travelled their own eventful roads. In 1932 Cabinet approved a grant which gave Dairy Flat a new centrally-placed two-roomed school. The old site of the Otorohanga school which had been donated by the natives in 1895 was re-invested in them by "The Native Purposes Act, 1933".[2] The old Ponsonby school in Church Street was closed at the end of September, 1932, the infant school being retained as a side school. In 1936 one room of the old building was handed over to the Kindergarten Association and permission was granted to the Association to re-erect it on a portion of the infant school site on the opposite side of the road; the remainder of the building was sold for removal in 1938 and the site passed to the Housing Department. At the end of 1933 approval was given for the consolidation of Ness Valley school on Clevedon — formerly Wairoa South, the scene of the labours of Horatio N. Le Gallais (1873-1878 and 1880-1895) — and in April, 1935, Mataitai school, too, was added. In March, 1936, a separate school district was constituted for Westmere, formerly Richmond West, and a separate Committee elected. In May, 1938, after many delays, a tender for the erection of a block of three rooms at St Heliers (formerly Tamaki West) was accepted. In September, 1937, the Te Aroha Committee commenced its efforts to secure an assembly hall. Because the pupils were drawn from a number of boroughs and townships from Onehunga to Papakura, and because the name "Manukau" evoked a community of interest in other spheres, the Committee of the Otahuhu Technical High School recommended — without success — that its name should be changed to the Manukau Technical College. The Board of Managers of Seddon Technical College was anxious to have the sole control of its college, partly because it proposed to purchase land and erect buildings thereon for the purpose of agricultural classes, but while it was not the sole controlling authority it was unable to hold sites. "The Education Act, 1914" as amended laid it down that the controlling authority of a technical college alone had the power to take and to hold land for the purpose of technical education. The request for sole control was made about 1937 and again in September, 1939, but the Education Board decided to take no action in view of the promised legislation and the possible co-ordination of educational control.

In the mid-thirties there were district high schools at Cambridge, Dargaville, Helensville, Howick, Huntly, Kaikohe, Kaitaia, Katikati, Kawakawa, Matamata, Morrinsville, Ngatea, Northcote, Opotiki, Otorohanga, Paeroa, Pio Pio, Putaruru, Rawene, Ruawai, Taumarunui, Tauranga, Te Aroha, Te Awamutu, Te Kuiti, Te Puke, Waihi, Waiuku, Warkworth and Whakatane; and among their most capable headmasters

[1] See *The North Shore News*, 24 February, 1938 and 17 March, 1938.
[2] The word "Native" gave way to "Maori" in the "Maori Purposes Act, 1947".

were, H. F. Wilkinson, R. C. D. Lightbourne, L. E. Pole, A. E. Day and R. J. Corbett. When the inspectors, Boden and Blake, visited Matamata (B. M. Kibblewhite) in September, 1934, they made the modest comment that "the demands on the time and energy of the principal of an institution embracing primary, intermediate, secondary and manual and technical departments, working under a scheme of consolidation, are very heavy indeed". But the organizing duties of the headmasters were no more onerous than the teaching duties of the teachers in the secondary departments. Until the middle 'forties, these teachers were inspected by primary inspectors. At April, 1937 the courses of instruction in the secondary departments of district high schools and the numbers attending them in the Auckland District were as follows:—

	F. III		F. IV		F. V		F. VI		Total	
Courses	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Academic	306	246	206	158	201	172	34	28	747	604
Commercial	114	262	55	175	28	65	5	6	202	508
Agricultural	99	—	46	—	4	—	—	—	149	—
Home Crafts	—	63	—	18	—	5	—	—	—	86
	519	571	307	351	233	242	39	34	1,098	1,198

In an effort to inform the general public, and parents in particular, on matters relating to education, the Board granted Rae of the Training College permission to carry out a course of six public lectures on education during the winter of 1933, and delegated Wells, Munro and Spooner to act as chairmen for the meetings. Rae spoke on "The New Education", Miss Kennedy on "The Child Under Eight", J. W. Shaw on "Literature and Life", H. Hollinrake on "Music in the School and Home", Dr H. B. Wallace on "Education of the Adolescent", and E. G. Jones on "Science in the School and Home". At the end of the year the College was closed because of the large number of teachers without permanent employment; the position improved, however, and the College opened in 1935 with 70 men and 148 women students. Staffing and building were as serious matters at the College as in the public schools. When Lopdell was appointed principal of the Wellington Training College at the beginning of 1936 he was succeeded as vice-principal at Auckland by Bruce M. Kibblewhite, M.A., who had had wide experience over 29 years in the organization and management of primary, intermediate and district high schools; at the time of his appointment he had been headmaster of Matamata District High School for 4½ years. The Department approved the appointment of Dr J. H. Murdoch, from 1 February, 1936, as lecturer in principles of secondary education, and from 1938 he was assisted in his work with graduate students by Miss Olga Adams. In February, 1939, after the University College Council secured a special grant for the support of the Chair of Music which enabled it to retain the services of a full-time professor, Hollinrake sent his resignation as lecturer in music to the Board; he was succeeded by H. C. Luscombe. Rae and the Board persisted in their endeavours to obtain an assembly hall at the College and at last, on 4 August, 1936, Fraser informed the Board that Cabinet had approved of a grant; in due course he opened the hall on 12 June, 1937. Rae thereupon aimed at the completion of the women's wing, with better washing facilities, gymnasium, dining room, common room, and additional lecture rooms. A Government grant was approved in June, 1938, and on 30 September, 1939, when additions were opened, the students gave a physical education display and W. E. Parry, Minister of Internal Affairs, gave an address on "Physical Fitness and the Present Crises" — on the previous day Germany and U.S.S.R. had settled on a common frontier in Poland, after a month's *Blitzkrieg*.

During this decade the N.Z.E.I.'s suggestion that the training colleges should be incorporated into the University colleges was rejected and while law clerks, accountants, musicians and engineers continued to receive their technical education at the University, teachers were directed to a separate institution; the Training College Entrance Examination was abolished (1938) because it interfered with the completion of the secondary school course; and The Training College Regulations 1926, Amendment No. 20, made by an Order in Council (10 May, 1939), established a Board of Studies — in addition to the Committee of Advice — consisting of the principal, the senior inspector, a representative of the Board, and two representatives of the Professorial Board of the University College. Auckland's first Board of Studies consisted of Rae, Bain, Munro, Professor A. B. Fitt (chairman) and Professor W. A. Sewell.[1] It was their duty to meet at least once each term to assist in co-ordinating the work of the Training College with that of the University College, and, in particular, to determine "the courses of study" best suited to the individual needs and capacities of the students. They discussed regulations, teaching practice, salaries, the selection of students, refresher courses, timetables, and sports afternoons; it was noted in one of the discussions that while heavy failures occurred in the Terms Examination amongst Training College students at Auckland, Christchurch Training College students were granted terms with rarely a failure.

Children were admitted to special classes on the recommendation of the senior inspector, following the receipt by the Department of reports from the school medical officers. Early in 1933 an After-Care Association was formed by a band of voluntary workers whose primary aim was to look after those children who had left special classes by helping them to obtain employment. Without losing sight of this object, members of the Association soon concentrated their efforts on the education of those children whose low mentality excluded them from both ordinary schools and special classes. In 1935 the Association passed from its experimental stage and as the Institute for the Care of Backward Children it was established in the infant department of the old Newton East school in Belgium Street, under the jurisdiction of the Education Department, with one Government teacher assisted by voluntary workers. Though the authorities were always sympathetic, they were unable to give much real guidance and delegated much of the responsibility to the executive committee whose pioneer efforts proved most successful. The committee secured improved facilities for the mothers of children attending the Institute, who were granted free travel passes by the Auckland Transport Board and the Devonport Steam Ferry Co. A special room was provided in Belgium Street where the mothers could meet each other and wait for their children during the school day. Later still the Government agreed to pay the taxi fares of the pupils from home to the Institute and return, and so most of the mothers were relieved of the worry of transport arrangements.

---

[1] Munro was succeeded by Wells, and Sewell by Professor J. Rutherford.

The disastrous Napier earthquake occurred on 3 February, 1931. Nearly 70 children from Hawkes Bay Children's Home came to Auckland and were placed under the care of the Community Sunshine Association at Motuihi Island with Arthur R. Mines and Naomi Martin of Hawkes Bay as their teachers. When Mines and Miss Martin were recalled their places were taken by Arnold L. Gilmore and Iris O. A. Logan of the Auckland Board. The Children's Earthquake Camp for the refugees was continued till 15 December. In February and March 1932, more children arrived from Hawkes Bay and Gilmore and Miss Logan were again employed as the teachers, with Margaret J. Gowans as second relieving assistant. In April the Association received authority from the Minister of Health for the use of Motuihi for children selected by the school medical officers from the Auckland Education District. The Board was in full sympathy with the proposal and promised to co-operate. In May, the Hawkes Bay children left and on 1 June the first three-months' camp opened; Gilmore and Miss Logan were again appointed but when Gilmore went to Waingaro his place was taken by Francis R. Lound. The camp ended on 9 December but it re-opened on the 21st and continued till 31 January, 1933 as a health camp only. It resumed as an emergency relief camp for children on 4 February with Edmund A. Gillies as headteacher. The children went there for short periods of three or four weeks for health treatment. During the next few years the head teachers were Alan R. Wykes (1935 and 1936), C. P. Clegg (1937 and 1939) and G. N. Utting (1938). By 1938 the camps were being organized by the Central Provincial Council of the National Health Camp Organization. A conference to establish a National Federation of Health Camps had been opened in Wellington by Peter Fraser, as Minister of Health, on 10 July, 1936; Lambourne represented the Education Department. A Dominion Advisory Board, including the Director of Education, was established to work through central councils in Auckland, Wellington, Christchurch and Dunedin, and district executives in smaller areas. The King George V Memorial Fund Appeal for health camps resulted in a collection of about £89,000, a sum that received a Government subsidy of £1 for £1. The Auckland Central Council co-operated with the Health Department; it organized local committees and arranged with them for the selection and medical examination of children; and it was responsible for the transport, care and treatment of children attending the camp. But at the end of 1940 the Navy took over the Motuihi camp. The class held on the island had not been regarded as a special class but as a separate full-time mixed school in which (after 1 October, 1938) salaries were paid according to Schedule III of The Teachers' Salaries Regulations 1938.

At the beginning of the 'thirties a retardate class was being held at the Myers Park building and a class for partially deaf children was being held at the old Newton East school, but in December, 1934 the Board prepared to move the special class for retardate children to the Grafton school and the hard of hearing class in Belgium Street to Myers Park. The teacher in charge of the hard of hearing class during that period was Moana L. Clare, who took the "special" subjects, and she was assisted in turn by Winifred E. Brown, Isobel B. Colley, and Laura H. Hill who instructed the children in the ordinary school subjects. The possible association between retardation in school work and impediment in speech was discussed by the Auckland School Committees' Association; it sought information from the Board who, in turn, passed their enquiry on to the Department's officer, Miss W. A. Valentine. She explained that speech defects fell into three classes — stammering, defects due to a cleft palate, and defects due to wrong manipulation of the tongue, lips and muscles of speech. Stammerers were frequently not retarded; if they were, the nervous disposition of which stammering was a symptom was the primary cause. Cleft palate cases were frequently not retarded; if they were, a degree of mental backwardness, or nervousness, was present as well. Few defects of the third type were found in children of good or average ability. When retardation and speech defects were found together the primary cause was almost always mental retardation. However, she said, it was true that such children frequently appeared more backward than they really were, as all their language work, both written and oral, was poorer than it should be. In March, 1937, the Board granted the New Zealand League for the Hard of Hearing the use of an unoccupied room in the Myers Park building to accommodate its lip-reading classes, which were attended mainly by adults who could not afford to pay for private tuition. The League had a paid qualified teacher in Mrs Ethel Mary Mein, B.A. She had trained at the Manchester University Elementary Training Department from 1920 to 1924 and, as Miss Anders, had been recognized by the English Board of Education as an assistant teacher in schools for deaf children from 1 July, 1924, and as a certificated teacher from 1 August of the same year. She came to New Zealand under a private arrangement to teach two deaf children; she married, and a few years later went to live in Takapuna where she continued with her private classes. In May, 1938, she approached the Board for employment but was informed that there was no position vacant then at the "Auckland School for Deaf". However, the New Zealand League for the Hard of Hearing, with Dr J. Hardie Neil as its president, made use of her services. In August the Education Department recommended her to the Board as a part-time lecturer at the Training College, the Department contributing £150 a year and the League £100 to her salary; and so her appointment was dated from 20 February, 1939. The League asked the Department for its help in providing training for teachers who would teach lip-reading to adults, and at the end of 1939 a decision was made to choose a few third-year Training College students to take a course of speech therapy under Mrs Mein. The first students trained in Auckland specifically for developing the field of speech-therapy in New Zealand were Miss Nancy McKane and Miss

Ailsa Watson from Christchurch, and Miss Doreen C. Pilcher and Colin B. Browne of Auckland. Auckland was the only centre which gave a course on speech therapy at the Training College, yet it had no school or clinic. There were many children in the public and private schools with speech defects in varying degrees; there were stammerers and lispers and some with defects due to cleft palates or other causes; some children were not deaf yet did not speak. But there was no co-ordinated help for these handicapped children. And further, because of the effect of the war on staffing, the specially trained students were directed into ordinary classroom teaching.

In 1935, W. R. Wilson gave his home at Takapuna as a house for crippled children and the Wilson family donated several thousand pounds towards an endowment fund for the home. The Auckland Hospital Board transferred 15 boys and 10 girls — cases of anterior poliomyelitis — to the Home on 24 August, 1937. The Department approved of the establishment of a special class under an assistant mistress and on 26 October, Blanche L. Lee entered upon her duties. The school was conducted in the same manner as the special classes at the Auckland Hospital and the Sunshine School, under the control of a senior assistant who was subject to the supervision of the senior inspector. The history of the special class at the Auckland Hospital goes back to 1 September, 1920, when the Board authorized the appointment of Alice Fenton as the assistant in charge; it was conducted as a side school of the Newmarket main school; an assistant was in charge of the cot cases while Miss Fenton took those children who were capable of being conveyed to a basement classroom. In April, 1924, the Department decided that each hospital school was to be regarded as a side school although the attendance was not to affect the average of the main school and the headmaster of the main school was not required to assume any responsibility in connection with the hospital school; each was to be placed under the direct supervision of the senior inspector. The Board and the inspectors, Garrard and Priestley, had a very high opinion of the ability of Miss Fenton and the way she carried out her onerous duties. From 1 February, 1925, Miss Fenton was assisted by Lily W. Hampden and from 25 May, 1931 by Mary M. Stone. By March, 1938, the roll at the Wilson Home had increased to 33 and the Board then appointed Beryl W. Ensoll as an assistant. Although the Hospital Board had promised that a classroom would be available, the teachers were allotted a small, disused, unventilated summer-house; it could not be used in wet weather and when the Board's architect and inspectors saw it they agreed that it was especially unsuitable for summer use. In September, 1940 Miss Stone took charge of the class when Miss Lee left and in November the roll number was 45 and there were also 8 children under school-age.

No school under the Board's administration experienced so complete a change as that which ended the existence of Kowhai Junior High School and on 1 February, 1933 created the Kowhai Intermediate School. Regulations for Intermediate Schools and Departments were made by an Order in Council of December, 1932.[1] The junior high school departments attached to Whangarei High School, Northcote District High School, Otahuhu Technical High School, Matamata District High School, Waihi District High School and Rotorua High School were made intermediate departments of those schools. To the Auckland Board the regulations appeared to be a distinct infringement of the Act and were therefore *ultra vires*. "The system proposed in this Dominion and instituted by the Regulations of 15 December," said Masters, "is a provision for a new type of school in which children will be classified according to their aptitudes, inclinations and abilities and directed into the particular channel of post-primary education most appropriate in the individual case."[2] To qualify for admission a pupil had to fulfil the requirements for a certificate of school attainment of Standard IV or a higher standard. The period during which a pupil could receive instruction was fixed at two years, "except that in special cases the Director may approve an extension of the period". All pupils were to receive, for about 17 hours a week, instruction in English, history and civics, arithmetic, geography, elementary science, drawing, singing, and physical education according to the prescriptions for Forms I and II in the syllabus of instruction for primary schools. During the remaining portion of the school week all pupils were to receive manual or home arts instruction for not less than one and a half hours weekly, and also a supplementary course of instruction chosen from the academic, commercial, agricultural, art or manual training courses. The supplementary course for each pupil was to be determined by the principal after considering the wishes of the parents and the report of the head teacher of the contributing school. In the classification of pupils according to their attainments and aptitudes consideration had to be given to the reports of head teachers of the contributing schools; every pupil on leaving an intermediate school to enter a secondary school was to receive a report on his progress — no rule set out what use the secondary, technical or combined[3] school headmasters were to make of the reports. "The Education Amendment Act, 1932-33" gave statutory recognition to the intermediate schools and departments and changed Kowhai Junior High School — established under Section 9 of "The Education Amendment Act, 1924" — to Kowhai Intermediate School. Sir James Parr, commenting on the Act, said "the intermediate school plan" was an unfortunate regression. He looked back to May, 1931 when he had welcomed J. F. Wells to Kowhai; at that time he had been able to say that he and Mulgan had anticipated the Hadow Report which recommended that elementary education should cease at about 11 years and some form of secondary education continue till 15. Parr considered that the so-called intermediate school of two years was a misnomer and he did not see the advantage of taking a child from one school to another for only one year. It was very disconcerting to teachers to find that without any warning and without any preliminary discussion drastic and far-reaching regulations had been introduced in a dictatorial manner by Strong and Masters. It seemed to them that changes which affected the function and life of a school should not have been introduced before Boards and teachers had been given an opportunity to make suggestions in the light of their experience. J. F. Wells of Kowhai criticized the restriction of the course to two years. He felt that the third year course at Kowhai had helped largely to make the reputation of the school. "My opinion," he said, "backed up by experience, is that scholars not likely to continue for any length of time at a secondary or technical school gain infinitely more by continuing at Kowhai than by breaking their course to put in a brief period at a secondary or technical school where they will of necessity be mere nonentities."[1] For that reason Wells favoured even a fourth year for certain pupils. Masters decided to allow pupils who were definitely not going on with secondary education to continue at Kowhai while they were seeking employment. He made this decision on the recommendation of Members of Parliament after rejecting the same request made by the Education Board! T. U. Wells, chairman of the Board, consulted his books, drew on his own experience, and concluded that the course of two years was a grave mistake. In 1921, when he was making investigations at the request of Parr, Wells had found a pronounced view in favour of the 6-3-3 system and in 1927, of 154 United States cities of 30,000 or more population, 94 had adopted the 6-3-3 organization. Masters, misled by Strong, thought that the American junior high school arose solely as an administrative device to relieve the pressure on city schools.[2] The evidence given before the Atmore committee by Garrard and Rudman, had been in favour of the adoption of the three-year system for the larger cities. Strong had heard all their evidence; but shortly afterwards — sometime in 1931 — he had written a contribution to *The Year Book of Education, 1932* revealing himself as an advocate of the two-year system. Strong stated that pupils in the junior high schools remained normally two years and then transferred to a secondary or technical school; yet about that time, 56 per cent. of Kowhai children finished their education at that school. T. U. Wells expected opposition to the 6-3-3 organization to come from the teachers of secondary schools who feared the loss of their lower forms. The chief obstacle to educational development in New Zealand was the lack of co-ordination. This had been realized by Marsden in 1925 when, as assistant-director, he had called a conference in Auckland to consider the question of the articulation of Kowhai with the grammar schools and technical college. "If Mr Strong," said Wells, "would devote the time and thought he is at present giving to the cutting down of the three-year course, to the securing of better articulation between the junior high school on the one hand and the secondary schools, particularly the technical college, on the other, he would be doing good service to education."[1] But Masters thought that by making at least two close breaks in the system the continuity of the educative process would be assured! And Strong considered that pupils who were not able to take a full post-primary course after passing Form II benefited most, not by remaining in the intermediate school, but by transferring to a senior school that was specially organized and equipped to provide short courses leading on to part-time evening instruction.[2] The Annual Meeting of parents of the Kowhai pupils, the Kowhai Old Pupils' Association, and the Auckland School Committees' Association protested against the departure from the three-year course. The Auckland Board was in full accord with those views. In September, 1933, Lambourne — now Director — informed the Board that the Department had decided not to amend the regulations but that approval for the extension of the course to a third year would receive favourable consideration in the case of individual pupils on behalf of whom recommendations were made through the Board to the Department by the principal of the intermediate school. Before making a recommendation the principal had to have the assurance of the parents that the pupils did not intend to pursue a course of post-primary education at a secondary school or at the day classes of a technical school. When Professor Fred Clarke of the University of London Institute of Education visited New Zealand in 1935 he expressed his dislike of the two-year intermediate course and said that the term "intermediate" was either a misnomer or it implied a wrong conception of what a school should be. No school, he said, should be regarded merely as a ladder between two other schools, but each should be autonomous, with its own particular function to perform — in this case that of making suitable educational provision for the years of early adolescence. The scheme, initiated suddenly by Strong and Masters, which prolonged primary schooling and which prepared children for non-existent special courses in post-primary schools that were staffed by men and women unprepared professionally to teach all types of children, was one of the reasons why N.E.F. visitors in 1937 called New Zealand's secondary education "an incompetent muddle".

---

[1] See *New Zealand Gazette*, 22 December, 1932. See also Order in Council of 19 June, 1933 in *New Zealand Gazette*, 22 June, 1933 for amended regulations for intermediate schools and departments and the revocation of Orders for the management of Matamata and Northcote Junior High Schools and the Intermediate Schools and Departments Regulations 1932, Amendment No. 3 made by Order in Council of 22 November, 1939 (Serial Number 1939/246).

[2] R. Masters to T. U. Wells, 25 March, 1933.

[3] The term "combined school" meant any secondary school or schools and any technical school or schools combined by Order in Council and placed under a single governing body pursuant to Section 2 of "The Education Amendment Act, 1924" as amended by Section 37 of "The Finance Act (No. 2) 1931". See *New Zealand Gazette*, 1 October, 1931. The only combined schools in New Zealand at the beginning of 1933 were New Plymouth High School, Napier High School and Nelson High School.

---

[1] J. F. Wells to D. W. Dunlop, 18 January, 1933.
[2] R. Masters to T. U. Wells, 25 March, 1933.

Teachers, not unlike members of other trades and professions, were vitally concerned with superannuation, housing, unemployment, and salary scales. The question of providing residential accommodation for married assistant masters became an acute problems throughout the District, and the Board failed in its attempt to persuade the Government Housing Department to make accommodation available. During 1926 and 1927 there had been a sudden increase in unemployment and the State and local authorities had attempted to absorb labour on public works and relief works. "The Local Authorities Empowering (Relief of Unemployment) Act, 1926",[3] for instance, empowered local authorities to borrow money for the purpose of providing relief work for unemployed men. When the industrial and trade depression intensified during 1931, 1932 and 1933 unemployment increased alarmingly. Of the various schemes of subsidized employment which were introduced, that which involved the Education Board most was "Scheme No. 5". It came into operation on 9 February, 1931, was suspended on 11 April and resumed on an amended basis on the 27th. The Unemployment Board called for more careful supervision of expenditure by local authorities, and it adopted the principle of "No levy — no relief". Under "The Unemployment Act, 1930" every male person resident in New Zealand who was 20 years of age or over — unless exempted in accordance with Section 7 — was required to contribute to the unemployment fund at the rate of 30/- a year. The income from this source was inadequate to meet the demands on the unemployment fund and a decision was made to suspend the operation of Scheme 5 on 20 June, 1931. Because of the numerous representations made against the suspension the Government agreed to continue the scheme but new legislation was devised. Under "The Unemployment Amendment Act, 1931"[1] the unemployment relief tax was divided into two sections, an annual charge of £1, payable in quarterly instalments, known as "the general unemployment levy" and a charge of one penny for every 6/8 or part of 6/8 (including any bonus, gratuity, extra salary or emolument of any kind) received in salary or wages, known as "the emergency unemployment charge". Early in 1932 the Labour Department requested the Auckland Board to employ more men under the Relief Scheme since other local bodies were unable to cope with the numbers applying for relief work. While the major necessary work at the Training College and elsewhere was almost completed the Board could have absorbed more men and undertaken useful work but it lacked finance. It had been the intention of the Unemployment Board, since the institution of relief under Scheme 5, that only works, other than maintenance, that would not otherwise have been done should have been considered suitable for this method of employment. The Board's maintenance fund was only sufficient to cover the cost of urgent repair work and Miller, the architect, did not think that it should be called upon to pay the overhead expenses of running relief schemes. The Education Board was a channel for the employment of about 300 men and it paid out £400 weekly without receiving any return for this administrative service. Miller considered that it was an economic waste putting first-class tradesmen on ground works; desks required remodelling, doors that opened inwards could have been altered to open outwards, steel windows could have been scraped and painted, spoutings stood in need of cleaning and painting and internal walls of cleaning and washing, reglazing could have been undertaken, and tarred areas judiciously patched. But the Unemployment Board refused to meet the cost of supervision, insurance, materials and transport as the rules of Scheme 5 provided that this cost had to be borne by the employing local body. It did not seem to matter that, unlike other local bodies, the Education

---

[1] T. U. Wells to R. Masters, 28 February, 1933.

[2] For the report of Strong's address on intermediate schools which he made in Christchurch on 23 February, 1933, see the *Education Gazette,* 1 April, 1933.

[3] Repealed in 1932.

[1] For the Regulations under this Act see *The New Zealand Gazette*, 23 July, 1931.

Board controlled Government property and received the means for doing this from the Government purse. Under Scheme 10 the Unemployment Board was prepared to subsidize the wages of unemployed workers placed in the building industry. Strong advised the Board to apply to the Unemployment Board for assistance in those cases where grants had been approved and the work had not been commenced, but the Board approved of Miller's advice and decided to adhere to its policy of specifying locally-manufactured materials and calling for open unrestricted tenders. Until 1935 the major work undertaken under the jurisdiction of the Education Board was the development of the Training College grounds by which about 30 acres were transformed from a scoria waste to level playing fields; at the same time the new Parnell school site was laid out and ring-fenced with a bluestone wall. On those works the Board spent about £2000 out of its own funds. "The value of the works undertaken under the jurisdiction of the various School Committees," said Miller, "would vary according to the nature of the sites, but it can be said with confidence that in the majority of cases, excellent results have been achieved and national assets worth at least another £50,000 have been created." To enable the Unemployment Board to place at the Education Department's disposal an additional sum that was to be made available for the erection of school buildings and additions, La Trobe, in July, 1935, instructed the Board to submit a copy of plans and specifications as each new work was about to commence — an order which must have given Strong reason for a few retired, Mephistophelian chuckles.

The Unemployment Board allowed time off on pay for the afternoon of election day, 27 November, 1935 to all Scheme 5 workers employed on a rationed basis who would normally have been employed. The Labour Party won an overwhelming victory and Peter Fraser, speaking of "the job ahead" said that the first duty of a Labour Government was to those most in need of help — the unemployed workers and their families. The Scheme 5 and sustenance scales of relief were materially increased and the new rates which operated from 1 June, 1936 applied to Europeans and Maoris alike; the Unemployment Board was replaced by the Employment Division of the Department of Labour; "The Industrial Conciliation and Arbitration Amendment Act, 1936" amended the 1925 Act and introduced the 40-hour week with no Saturday work where practicable;[1] and the Unemployment Act gave way in May to "The Employment Promotion Act, 1936".[2] Even National voters felt that the new Government — if only by a judicious choice of constructive words — was turning forth her "silver lining on the night".

During 1933 a rationing scheme for unemployed teachers affected particularly the larger schools with an average exceeding 120 which were entitled to one or two probationary assistants. Normally these positions were held by the occupants for twelve months; but under the rationing scheme they were held by relays of teachers, generally for a term at a time, in order to spread employment as widely as possible.

---

[1] The arbitration Acts were consolidated by "The Industrial Conciliation and Arbitration Act, 1954".

[2] It was repealed by "The Social Security Act, 1938" which came into force on 1 April, 1939.

In February there were 270 Auckland teachers employed under the scheme. The rationing scheme was reviewed at the beginning of 1934 when the Minister, Masters, authorized the employment of all certificated teachers who were not then in permanent positions. These teachers occupied the positions normally filled by probationary assistants, junior relieving teachers and additional assistants and were employed continuously in positions to which they were appointed. The salary of a teacher employed under the scheme was £60 a year — less than the sum earned by a Standard VI newsboy.[1] On 1 August it was increased to £75/12/- and the boarding allowance from £24 to £36. The scheme was not intended to apply to teachers who had left the profession in order to enter some other occupation. In February, 1934, there were 470 teachers employed in the Auckland District under the rationing scheme. At the end of the year the Department reviewed the scheme, submitted proposals to the Boards, and then, after considering the replies, issued revised instructions. There was a difference of opinion among Boards and senior inspectors in regard to the qualifications of the teachers who were to be appointed as probationary assistants, but the Department allowed Boards to use their discretion in this matter. One of the greatest difficulties expected by the Department was the transfer of teachers from districts where there was an over-supply for normal requirements to districts where the available supply was being used up quickly to fill permanent positions, or to provide probationary assistants and relieving teachers. There were more assistants in the schools of the Dominion than would have been employed under the strict application of Staffing Regulations (Clauses 29 to 34) and teachers were not distributed throughout the education districts in accordance with the requirements of the service. The Department considered either inviting applications for service in another district or by ballot deciding on those who had to be transferred. The Auckland Board did not favour the ballot and suggested that volunteers would probably be forthcoming if the Department authorized the payment of their travelling expenses to and from their homes at the end of each term. The Board and the Department agreed that a rationed teacher should have some degree of responsibility and be put in charge of a class or part of a class. The annual salaries of the teachers then under the scheme were as follows, —

Relieving teachers in lieu of probationary assistants	£92
Relieving teachers in Grade I schools	£120
Relieving teachers employed as Grade I or IA assistants or in Grade O Schools	£92
Relieving teachers doing the work of Grade 2 or 3 assistants; those in charge of Grade II or Grade III schools; those in half-time schools taught 6 times a week; those relieving in specially approved Standard 7 classes; those relieving in special classes	Salary according to Clause 43 of the regulations relating to relieving teachers.
Additional assistants in whatever positions employed	£92

In May, 1935, there were in the Auckland District 133 teachers employed in lieu of probationary assistants, 108 relieving teachers, 112 additional assistants and 7 in charge of Grade 0 schools, a total of 360. The scheme of rationing was discontinued in 1936 and all teachers who were certificated were employed as relieving teachers.

---

[1] Relieving teachers doing the work of grade 2 or grade 3 assistants and those in charge of grade II or grade III schools, and half-time schools taught six days of the week, were paid a salary in accordance with Clause 43 of the regulations relating to relieving teachers as amended by an Order in Council of 20 April, 1931.

The financial legislation of the early 'thirties effected severe "cuts" in teachers' salaries, but times improved and by July, 1938 the Government had approved of a new salaries scale for teachers in primary schools, intermediate schools and departments, Native schools, district high schools, training colleges and the Correspondence School, based on two main principles, first, the payment of the teacher on a "basic scale" according to years of service, and second, the payment of a "position" salary evaluated according to the position occupied. An allowance of £30 as country salary was provided for assistants in approved country schools with the object of attracting well-qualified teachers to schools in isolated districts.[1] During August, Boards and branches of the N.Z.E.I. considered the draft regulations and as a result they were revised considerably; the final draft was sent to the Auckland Board on 19 September, the Order in Council was made on the 21st and gazetted on the 22nd.[2] The basic salary scale was as follows:

Year of Service	Rate for all Head and Sole Teachers and for Assistant Masters	Rate for Women Assistants	
	£	£	
1	190	170	Grade B
2	210	180	
3	230	190	
4	240	200	
5	250	210	
6	260	220	
7	270	230	
8	280	240	
9	290	250	
10	300	260	Grade A
11	310	270	
12	310	270	
13	320	280	
14	320	280	
15	330	290	
16	330	290	
17	340	300	
18	340	300	
19	350	310	
20	360	320	
21 and over	370	330	

The Teachers' Salaries Regulations 1938 came into force on 1 October, 1938, but immediately afterwards senior inspectors and Board secretaries were summoned to Wellington to modify some of the provisions and to devise equitable and uniform methods of promotion in those cases where under the new regulations the position had risen in value and where, according to the regulations, Section 2 (13) of "The Education Amendment Act, 1932-33" was applicable.[3] On 13 December an Order in Council amended the regulations with the Teachers' Salaries Regulations 1938, Amendment No. 1 (serial number 1938/172), and Amendment No. 2 (1939/149) followed on 6 September, 1939.

---

[1] For the list of approved country schools see the *Supplement to The New Zealand Education Gazette*, 15 October, 1938.

[2] See The Teachers' Salaries Regulations 1938 (Serial No. 1938/111).

[3] Sec. 2 (13), — "If at any time the grade of salary attached to the position of any teacher in a school is raised, the teacher occupying that post shall not be entitled to claim an increase of salary in respect of his position unless the Board and the Senior Inspector, having regard to the interests of the school and the claims of other teachers, decide that he shall be retained in such position." This section was repealed by Section 15 of "The Education Amendment Act, 1955".

Great men, said Edmund Burke, are the guide-posts and landmarks in the State. Their deaths impress the living with the rapid passing of time, and events associated with them become surprisingly recent. During the 'thirties death came to Anna Pavlova, Dame Nellie Melba, Thomas A. Edison, Edgar Wallace, John Philip Sousa, Ranjit Singhi and the Earl of Ranfurly (1933), Elgar, Frederick Delius and Poincaré (1934), Lawrence of Arabia, Will Rogers, Sir Charles Kingsford Smith and Earl Jellicoe (1935), Kipling and Viscount Allenby (1936), Lord Rutherford of Nelson (1937) and Kemal Ataturk (1938). New Zealand lost W. Pember Reeves in 1932 and the Labour leader, H. E. Holland in 1933 and on 16 August, 1934, Sir George Fowlds died at the age of 74 years.[1] "No single individual has done more for the cause of education in New Zealand than Sir George Fowlds," said T. U. Wells. "I am sure that few have devoted so much of their lives to the public good. He had few educational advantages in his youth, but he possessed a Scotsman's appreciation of the value of education." Archbishop Redwood, and Mrs E. R. McCombs, the first woman member of Parliament, died in 1935, Sir William Hall-Jones in 1936, Sir Frederick Lang and Professor Sir Algernon P. W. Thomas in 1937, Sir Truby King in 1938, and 89-year-old Samuel Hesketh, Kate V. Edgerley, acting-headmistress of Auckland Girls' Grammar School, and the Maori religious leader, Ratana, in 1939. A few of the Auckland teachers who died during the 'thirties were E. W. Beaglehole (Te Papapa) (1932), Harry Wallace, former Training College lecturer, Florence T. Eastgate, formerly an assistant at Maungawhau, and Clarence F. Stratford (Kowhai) (1934), P. E. Stevens, former headmaster at Hamilton West (1935), Ebenezer Wilson, headmaster of Hamilton High School and at one time in charge of the secondary division of Hamilton West, N. H. S. Law, inspector of schools (1937), and 80-year-old theosophist, W. H. Draffin, and A. J. C. Hall, a former headmaster of Gladstone (1938). Harold James del Monte Mahon died at his home in Remuera on 29 March, 1938; he was best known as a headmaster of Auckland Grammar School and president of the Auckland University College Council; he had started his teaching career when he was employed on probation for 3 months from 1 February, 1892 as a pupil teacher at the Wellesley Street school. Those who died in the Great War were not forgotten by their fellow-teachers and on 16 November, 1932, Major-General W. L. H. Sinclair-Burgess officially opened the Gates of Remembrance, erected at the Training College by the teachers of the Auckland Education District. "These gates stand in proud memory of teachers of this Province, who in the hour of national danger took their place in the front line of battle, and in the end yielded their lives for the land and people they loved, that the memory of those who suffered and achieved and gave may never fail." It evidently did not seem incongruous to the N.Z.E.I. that while it did nothing constructive to promote the religious life of children it should have arranged for the gathering to sing to "O God, our help in ages past", to say that the "Lord God of hosts" would "be with us yet" and that God would "save our Gracious King", or for Archbishop Averill to consecrate the Gates.

---

[1] His ashes were interred in his native parish of Fenwick, Scotland, on 3 October, 1936.

Several teachers retired because of their age, some at the end of a period of service, others to enter other walks of life; for a few, retirement urged "sweet return". At the end of 1931 R. P. C. Harrison retired from Belmont, and in 1932 A. E. Trayes retired from Onehunga. E. Varley Hudson resigned from the Normal school on 4 September, 1932 but he continued to take an active part in the encouragement of music in the schools. Spenceley Walker, headmaster of Newton Central school from February, 1924, resigned on 31 January, 1936 after 40 years' service [1] and William W. Edgerley retired on 20 May, 1940 as headmaster of New Lynn. Charles W. Boswell, headmaster of Kawakawa District High School, went on leave from 5 September, 1938, for the purpose of contesting the Bay of Islands seat at the General Election; he was elected but he did not resign immediately because an appeal was made against his election; however, the appeal was withdrawn and Boswell resigned on 31 January, 1939.

Of the great number of transfers that were made, those which concerned the old organizing teachers were of some interest. A. E. Reynolds left Dargaville and on 1 February, 1932, became headmaster of the Belmont school. The school fell in grade but in March, 1935, he declined a transfer to Phillipstown, under the Canterbury Board; the Department thereupon instructed the Board to reduce his salary to the maximum of Grade VI in accordance with the proviso to Clause 34 (2) of "The Finance Act, 1932". He again refused a transfer to the headmastership of a Grade VII school in Otago when the offer was made on 15 July, 1935. However he was appointed headmaster of Newton Central from 1 February, 1936 with a salary of Grade VII. When Waihi was made a junior high school R. C. D. Lightbourne was transferred and from 1 August, 1932, he took charge at Huntly District High School; he resigned in 1938 owing to serious eye trouble. [2] When organizing teachers were transferred to other positions as vacancies occurred, F. McGrath was appointed headmaster of the Fairfield school from 1 February, 1931; on 21 May, 1934, he became headmaster at Pukekohe. H. E. Webster was appointed head teacher at Te Puke District High School. T. Turbott, who had been headmaster at Newmarket for nearly 5 years, was appointed head at Grey Lynn from 5 September, 1932, with salary and house allowance of Grade VII — subject to the reductions prescribed by "The Finance Act, 1931" and "The National Expenditure Adjustment Act, 1932". B. W. Hayson, first assistant at Bayfield, was promoted to the position of head at Wellesley Street from 22 May, 1933 with salary and house allowance of Grade V. The Wellesley Street school was declining in numbers yet its central position and basketball courts made it convenient for different organizations. In 1939 and again in 1940 a room was made available to Mrs P. M. Seed and Miss I.

---

[1] Walker died on 1 July, 1953.

[2] Lightbourne died on 22 February, 1941.

Burton, respectively, of the Correspondence School, Wellington, for interviewing parents and as an office while they visited Correspondence School pupils resident in Auckland city and suburbs or within a reasonable distance. In December, 1939, the Board granted the Auckland Hebrew Congregation permission to make use of the classrooms on Saturday mornings and on Wednesday afternoons from 4 p.m. to 5 p.m. for religious instruction. At different times the basketball courts were used by many city and suburban clubs, but in March, 1940, Hayson noted that contributions from the users were conspicuously slight. More serious was the vandalism of boys who lived in St Paul's Street and attended St Benedict's school; they fought with clay, damaged trees, annoyed the caretaker at the Drill Hall, interfered with school lavatories, knocked down a wall that was being built, and brandished sheath knives.

Two of Auckland's best-known lady teachers in the 'thirties were Fanny J. Taylor and Eleanor Matilda Grace Bayne. Fanny Taylor was senior assistant at Kowhai Intermediate School when the Annual Conference of the Women Teachers' Association, held in Wellington on 15 May, 1937, nominated her as the Association's delegate to the Pan-Pacific Women's Conference to be held in Vancouver in the following July. The subject of the Conference was "Practical Ways and Means of Promoting Peace" and the New Zealand contribution was made by a delegation led by Miss Elsie Andrews of New Plymouth. The principal topic on which Miss Taylor was required to work was "The adjustment of educational programmes to changing social relationships" and she gave a report on native education in New Zealand as an example of the adjustment of a native people to social change. As a result of the Vancouver discussions Miss Taylor recognized certain general trends in Pacific countries to increase the time for compulsory attendance at school, to give greater freedom in method and choice of subject content, to curtail the examination system, and to educate "for living"; of special trends she noticed the rapid development of nursery schools, adult education, vocational guidance, and physical education as part of national health programmes. Miss Bayne had passed the matriculation examination in December, 1912, while she was a pupil of Auckland Girls' Grammar School; Miss B. Butler, the headmistress, regarded her as "a refined ladylike girl". She was attached to the Nelson Street school and in February, 1913, Garrard recommended her appointment. During 1915 and 1916 she was in the Training College under Division A and after completing her training she was appointed infant mistress at Mangere Bridge, then a three-teacher school, where she remained for four years, teaching the primer classes and Standard I, and at the same time, taking an active part in such work as sewing, singing and games with the upper school. She was then appointed to the Normal school where she supervised the students' preparation of lessons for their practical work. In 1926 she was appointed to the junior Model school and in 1932 she became infant mistress of the Mt Eden school. In December, 1935, the Board authorized her appointment from 1 February, 1936 as lecturer in junior methods and warden of women students at the Training College. During 1938 she went abroad in order to study educational trends, particularly as they affected nursery schools and pre-school children.

There were, then, among the Auckland teachers of the 'thirties, men and women "furnished with ability" whom succeeding generations would remember with respect because of their professional devotion and their good works — Robert C. Abel (Helensville District High School), Alan M. Baildon (Normal school), Alexander Bell (Tauranga District High School), Henry Binsted (Owairaka and Onehunga), Charles W. Boswell (Kawakawa District High School), Josiah Box (Mt Albert and Mt Eden), Campbell Boyle (Hillcrest), Hugh Brown (Pipiroa and Henderson), Archibald F. Burnett (Mt Eden and Okaihau), Robert V. Burton (Dargaville District High School), Norman M. Carr (Kowhai Intermediate School and Kohimarama), Hugh Cox (Wellsford), Frederick C. Day (Glen Eden and Howick District High School), Hector G. Dorrington (Otahuhu Technical High School), Aleck H. Forbes (Waiotira), Joseph G. Gasparich (Ellerslie), Kenneth J. M. Hayr (Glenbervie and Whau Valley), William J. Herbert (Waipaipai), Bernard H. Howes (Pio Pio District High School), George R. Inglis (Richmond Road), Griffith R. Jones (Avondale), Kenneth R. Lambie (Birkenhead and Northcote District High School), Victor W. Lindauer (Russell), John L. Logan (Te Rau-a-moa and Thames Central), George H. Lord (Remuera), Norman S. Lovegrove (Epsom), Charles W. Malcolm (Paeroa District High School and Netherton), Louis J. Mark (Hamilton West), Eric T. Marshall (Katikati District High School), Leslie J. R. Meek (Meadowbank and Normal), Jack H. Menzies (Remuera), Alexander S. de Montalk (Opotiki District High School), Roy Morgan (Newton Central and Napier Street), Thomas A. Murphy (Thames North), Laughlin J. Nobbs (Kereone), Kenneth A. North (Waiuku District High School and Glenbrook), Norman F. S. Oram (Paterangi), Philip F. Osborne (Arapuni), Thomas J. Paul (Cambridge District High School), Arthur C. Richards (New Lynn), Alfred C. Rowe (Onehunga), Charles E. Scott (Gladstone), Walter H. Scott (Takahue and Coromandel), Edward W. Seville (Opotiki District High School), Gareth W. R. Warner (Otaua), James W. Watson (Gladstone), John S. B. Webster (Okaihau), Thomas H. Whitwell (Ponsonby), Mary D. Aitken (Kihikihi), Annie Atkin (Northcote District High School), Elizabeth V. Bell (Matamata District High School), Janet M. Carnachan (Te Awamutu District High School and Kowhai), Myrtle E. Carnachan (Katikati District High School), Ethel I. Casley (Beresford Street), Mrs Mary C. Chisholm (Kowhai), Violet D. A. Curnow (Otahuhu Technical High School), Josephine Durrieu (Ponsonby), Pauline Durrieu (Mt Eden), Ivy D. Earle (Maungawhau), Edith L. Evans (Edendale), Alice Fenton (Auckland Hospital), Amy Gibson (Wellesley Street), Susanna M. Hopkirk (Otorohanga District High School), Eva M. Houghton (Gladstone), Olive R. Jewell (Maungawhau), Sarah E. B. Lea (Normal), Chloe R. Lehndorf (Te Awamutu District High School), Cicely Lupton (Onerahi and Horahora), Dorothy Lupton (Whau Valley), Kathleen W. McKenney (Aoroa), Winifred M. Mansfield (Normal), Margaret Matangi (Hunua), Maud Milligan (Whakatane District High School and Rotorua), Marjorie G. Paterson (Paeroa District High School and Waihi South), Catherine M. Rains (Kerikeri), Irene J. Rhodes (Te Awamutu District High School), Irene R. Rich (Pukekawa), Mrs Margaret A. Roberts (Whitford No. 2 and Te Hihi), Edith G. Rohan (Henderson Valley), Gertrude C. Rohan (Westmere), Gladys M. Rohan (Brixton Road), Mary E. Rohan (Mt Roskill and Remuera), Lilian R. Rowley (Sunshine School), Patti J. Schnackenberg (Grafton), Margaret C. Sexton (Matamata and Northcote District High Schools), and Margaret W. Turner (Normal). Of these outstanding assistants and head teachers some became principals of post-primary schools, inspectors, training college principals and lecturers, devoted teachers of handicapped children, visiting teachers, and officers of the United Nations Educational, Scientific and Cultural Organization; they included future infant mistresses, presidents of the Headmasters' Association and Dominion presidents of the N.Z.E.I., a director of education in Samoa, a youth leader, ardent feminists, a world authority on seaweeds and New Zealand's first Minister to Moscow. In their particular districts they laboured for the good of New Zealand's children. Only very occasionally are New Zealand teachers the recipients of Royal Honours and many there are who have no memorial; yet in Auckland alone, in the course of 100 years, there have been — and are — men and women whose achievements demand that their names should live so long as schools exist. Other countries, with a greater appreciation of their history and with a higher regard for their citizens than New Zealand has shown, have established schools or have instituted memorial lectures to the memory of their teachers; but Auckland persists in the unimaginative and unappreciative habit of naming schools after Maori settlements, roads and streets.

CHAPTER 43

THE BLAST OF WAR

During the 'thirties "the pendant world" was "blown with restless violence round about". In February, 1931 Sir Oswald Mosley formed the British Union. King Alfonso XIII abdicated on 14 April and Spain was declared a democratic republic of workers of all classes. Japan invaded Manchuria in the same year. De Valera became president of the Irish Free State on 9 March, 1932; and Paul Doumer, President of France, was assassinated on 6 May. On 19 March, J. T. Lang opened the Sydney Harbour Bridge — but not before Captain F. E. de Groot had cut the official ribbon! The simmer of amusement caused by this buffoonery gave way to a feeling in which resentment and sadness were strangely mixed when Phar Lap died in America on 6 April. Two days later the New Zealand Government introduced the National Expenditure Adjustment Bill, and on the 14th and 15th there was rioting in Auckland. F. D. Roosevelt was elected President of the U.S.A. on 10 November and on 4 March, 1933 he made his inaugural address and the "New Deal" began. His social legislation to combat the depression covered banking, farming, overseas trade and relief-grants to local governments; the Tennessee Valley Authority — "democracy on the march" — was created by a law of May, 1933; but the intellectual pessimism and pragmatism which descended upon the United States with the failure of the New Deal confused the Americans and made the 'thirties the decade of Father Divine, Father Coughlin and Frank Buchman, Marxists, fascists and Jehovah's Witnesses, and gave John Steinbeck and Erskine Caldwell material for their aggressive *Grapes of Wrath* and *Tobacco Road.* In 1933, international sport was clouded by the "bodyline" controversy. Hitler became Chancellor on 30 January, 1933; on 10 October, Germany left the Geneva Disarmament Conference and later resigned from the League of Nations. In December, prohibition ended in the United States. Stavisky, the French financier, was found shot on 8 January, 1934, Albert, King of the Belgians, died on 17 February through injuries caused by a fall while he was mountaineering, John Dillinger, public enemy No. 1 was shot dead on 23 July, and King Alexander I of Yugoslavia was assassinated on 9 October. On 25 July, 1934, Dr Dollfuss, the pocket Chancellor of Austria, was assassinated by Nazis; von Hindenburg died on 2 August and Hitler was appointed President. In January, 1935 the people of the Saar Valley elected to return their territory to Germany and on 1 March the district was handed over. There were nationalist movements in India and Egypt; "The Government of India Act, 1935" took that country a short distance on the way to self-determination; in August, 1936 Egyptian sovereignty was recognized by an Anglo-Egyptian treaty of alliance and in the same year Farouk succeeded to the throne.

In the 'thirties men were obsessed with speed. They lived fast and were too tired, —

> *Too harass'd to attain*
> *Wordsworth's sweet calm, or Goethe's wide*
> *And luminous view to gain.*

It was the age of Kaye Don on water and Malcolm Campbell on land; yet it was also the beginning of the era of Belisha beacons and the 30 m.p.h. limit in built-up areas. In the air G. H. Stainforth and Agello raised the air speed record beyond 400 m.p.h., and while C. W. A. Scott and T. C. Black, J. A. Mollison and Amy Johnson, A. E. Clouston and V. Ricketts, Howard Hughes, Amelia Earhart, Douglas Corrigan, Bert Hinkler and C. Kingsford Smith flew from continent to continent, the Marquess of Douglas and Flight-Lieutenant McIntyre flew over Mount Everest and the Belgian Professor Piccard ascended nearly 10½ miles in a balloon. On 7 January, 1931, the first solo flight from Australia to New Zealand was made by Guy Menzies; on 17 February, 1934, C. T. P. Ulm carried the first trans-Tasman airmail from Muriwai beach to Mascot, Sydney; on 16 March, 1936, the Union airliner "Karoro" flew from Palmerston North to Dunedin and inaugurated the north-south Royal mail service; on 16 October, 1936, Jean Batten landed at Mangere and thus completed the first direct flight from England to New Zealand; and on 2 January, 1938, the Pan-American Samoan Clipper left Auckland with the first trans-Pacific airmail — it was lost at sea during the return flight nine days later. As significant an event as any of these adventures was the first flight on 5 March, 1936 by the prototype Vickers Supermarine Spitfire.

In the same month — March, 1936 — German troops marched into the demilitarized area of the Rhineland. Italy annexed Abyssinia in May, 1936, and during the year Syria became a republic. Nazi Berlin was the scene of the 1936 Olympic Games — Jesse Owens's Games — and when J. E. Lovelock broke the world's record for the 1500 metres New Zealand won its first gold medal. During the early months of 1937 Franco, supported by Hitler and Mussolini, led a military-fascist revolt against the democratic Spanish government. In March, 1938 Austria was absorbed into the Reich; in September Germany exercised "her last territorial claim" and took a portion of Czechoslovakia, and on the 30th the Munich agreement to bring peace in our time was signed. Hitler broke the pact in the following March when Germany occupied Bohemia and Moravia; in the same month Memel was annexed from Lithuania. When Italian troops landed in Albania in April, 1939, King Zog fled to Greece. On 1 September, 1939 Förster, a Nazi leader in Danzig, proclaimed that city's union with Germany and on the same day Hitler invaded Poland. On 3 September, New Zealand declared war on Germany and on 12 December — the day before the Battle of the River Plate — the *New Zealand Herald* made the comment, "The question may legitimately be raised whether the schooling that the youth of today receives will prove as valuable in a time of crisis as that of twenty to thirty years ago. All over the world the New Education so called is impatient of discipline and scornful of many of the principles which discipline used to enforce."

The Auckland Education Board requested School Committees to consider favourably applications made by various committees working under the Emergency Precautions Scheme for the use of school buildings. The E.P.S. Organization was the only controlling body recognized by the Government and allowed to act as such in the Auckland Metropolitan Area. It was a civic organization established for the purpose of minimizing disorganization of the community and to bring relief in the event of such major disasters as earthquakes, hurricanes, tidal waves, epidemics, fires or acts of war. There was also a Women's Auxiliary, and warden districts were created with a warden in charge of each. The Organization issued instructions on fire prevention and first aid, and on the duties to be observed by householders in the event of an air raid — and, quoting from the King's Christmas Broadcast of 1939, it exhorted Aucklanders to go out into the darkness and put their hands into the hand of God. "That shall be to you better than light and safer than the known way." On 10 May, 1940, Neville Chamberlain resigned and Winston Churchill formed a new British Government that offered the people nothing but blood, toil, tears and sweat — and victory at all costs. On the same day the Germans invaded the Low Countries. At the time of the miraculous evacuation of British and allied troops from Dunkirk, New Zealand's Labour Government, under the provisions of "The Emergency Regulations Amendment Act, 1940", was given unlimited powers over the whole of the wealth and man-power of the Dominion. In June, Italy declared war on France and Britain, and the French capitulated; on the 18th the *Niagara* was sunk by a mine off North Auckland. Before the Battle of Britain began on 8 August, a New Zealand War Cabinet[1] had been formed, voluntary recruiting had ceased, and Viscount Galway, the Governor-General, had proclaimed the enrolment of the First Division of the General Reserve under The National Service Emergency Regulations 1940. The first ballot was gazetted on 2 October. The year 1940 was one of disasters and betrayals; for New Zealand, however, it was also one of celebration. January 22nd marked the 100th anniversary of the landing of the first settlers of the New Zealand Company at Wellington, 30 January was the 100th anniversary of the landing of Hobson at Kororareka, and New Zealanders, from time to time, remembered events of 100 years or more ago, until on 16 November they commemorated the 100th anniversary of the separation of New Zealand from New South Wales. The National Savings Scheme also began in November and in December recruiting of the Home Guard on a voluntary basis became Dominion-wide. On 11 December, 1940 — the day on which General Wavell's forces captured

---

[1] Its members were the Rt Hon. Peter Fraser, Prime Minister, the Hon. Walter Nash, Minister of Finance, the Hon. F. Jones, Minister of Defence, the Rt Hon. J. G. Coates and the Hon. Adam Hamilton, leader of the Opposition; after the dissolution of the augmented but ill-starred War Administration (June-October, 1942) the Hon. D. G. Sullivan, Minister of Industries and Commerce, was added to the revived War Cabinet; when Coates died on 27 May, 1943, his place was taken by the Hon. W. Perry, M.L.C., president of the New Zealand Returned Services Association.

Sidi Barrani and the day before the Fleet Air Arm successfully attacked Italian naval units in Taranto Harbour — the Education Department asked the Board if it had considered any action for the protection of schoolchildren during school hours; at the same time it advised the Board not to give publicity to the matter. But already the Auckland Headmasters' Association had taken steps to form a representative committee to consider emergency precautions in schools; several meetings had been held in 1940 and in November representatives had conferred with the Technical Officers Executive. The Board convened a meeting of headmasters on 27 February, 1941, to discuss precautionary measures with A. S. Bailey, deputy chief warden and deputy chairman of the central committee of the E.P.S.O. and when the Department requested Boards to set up sub-committees to work with the local E.P.S. Organizations the Auckland Board appointed its chairman, W. J. Campbell, and five headmasters — H. G. Hall (Belmont), B. W. Hayson (Wellesley Street), W. S. Dempsey (Newton West), T. N. Hewlett (Epsom) and J. W. McGechie (Parnell).

Because arrangements for the protection of schoolchildren required clarification, a meeting of representatives of educational interests was called by councillor Bailey on 19 May, 1941 — on the following day the Germans invaded Crete. A committee determined the basis of representation of a comprehensive committee to act as a sub-committee to the main Auckland Metropolitan Area Committee — Campbell, Hall, Dempsey, and L. Rhodes of the School Committees' Association, representing the primary schools, J. Stanton, C. M. Littlejohn of Auckland Grammar School and Miss E. M. Johnston of Auckland Girls' Grammar School, representing the Grammar School Board, Dr F. H. K. Terry and Miss E. R. Edwards, headmistress of Diocesan High School, representing the private schools, and R. A. Rew and H. A. Jones, representing Seddon Memorial Technical College; Dunlop was the sub-committee's secretary but when he resigned in August, R. M. George was appointed in his stead. The first meeting of this Protection of School Children Committee was held in the office of the Education Board on 17 June, 1941 and thereafter it devoted itself to organizing emergency drill in vacating buildings, classes in elementary instruction in first aid, and the training of fire-fighting squads; it also had to resolve the conflict of authority in the case of teachers involved in E.P.S. and Home Guard duties. On 7 December, 1941, Japan launched air attacks on the United States naval, military and air bases at Pearl Harbour; Britain and the Dominions declared war against Japan, and China declared war on Italy, Germany and Japan; at last America entered the war and on the 11th Italy and Germany declared war on the United States. The war was then a world war. Because of developments in the Pacific and the possibility of the E.P. service in Auckland having to go into action at short notice the Education Board gave duplicate school keys to city block wardens so that they would have immediate access to their headquarters. Preparations for dispersal and evacuation now became very important matters.

The central committee of the E.P. Service, in December, 1941, requested School Committees and other authorities to construct shelter trenches in school grounds. The Board, however, favoured the recommendation of the Protection of School Children Committee that children should be dispersed in the event of an emergency. However, it had no objection to School Committees constructing trenches if they considered that they would be an added safeguard. In some schools conditions were entirely unfavourable for trenches. Edendale, Ellerslie, Maungawhau, Kowhai, Mt Albert, Mt Eden, Mt Roskill, Newmarket, Onehunga, Owairaka, the Normal schools and Te Papapa were built on rocky sites; at Newton West and Richmond Road the sites were too restricted; there were drainage problems at Otahuhu and Papatoetoe. While headmasters and School Committees expressed concern at the lack of adequate protective measures for their pupils the Board had to wait till the end of January, 1942 before it received definite instructions on the emergency shelter policy. The Board was then instructed to prepare proposals and plans and submit them to the district engineer of the Public Works Department who would then authorize the Board to put the works in hand. The Public Works Department, too, supplied 200 sand outfits to the Board, each set containing a wooden rake, a shovel, and two bags differing in size; they were distributed to schools in the metropolitan area during the week which commenced on Monday, 2 February, 1942. The confusion which arose from different authorities issuing conflicting orders was cleared to a great extent on 24 February when the chief warden of the metropolitan area, J. A. C. Allum, issued an instruction that district and block wardens should confer with headmasters of schools in their respective areas and evolve plans for the dispersal of children in an emergency taking into consideration local conditions. The Board was unable to meet the cost of providing slit trenches in country schools since it had to concentrate on providing shelters in vulnerable areas.[1] C. J. Lovegrove undertook the duty of controller of evacuation, G. G. Campbell assisted him with transport arrangements, and he received the co-operation of the Protection of School Children Committee. Through the Board he sought the help of teachers to issue identification discs and cards, to muster the children and compile rolls, to act as escorts, and to accompany the children to their allotted destinations and to care for them until they were received by local committees organized to receive them. The Board appointed Priestley and Turbott as its liaison officers to act with Lovegrove in making arrangements through the schools for the evacuation of children to country districts in an emergency. The Emergency Reserve Corps Regulations 1941, Amendment No. 2 (Serial No. 1942/93), containing special provisions relating to evacuation, was enacted on 31 March, 1942. Some Auckland schools were deemed to be "extremely vulnerable" and in June, 1942 — a few weeks after Japanese aggression had been halted at the Battle of the Coral Sea and the Battle of Midway — the Board made tentative plans for the evacuation of pupils of 8 years and over at those schools to country areas.

Meanwhile children and adults made their contributions in money to the war effort in accordance with such regulations as The Patriotic

---

[1] Mason made a statement in the *New Zealand Education Gazette* of 2 March, 1942, relating to shelters, equipment, identity discs and dispersal.

Purposes Emergency Regulations 1939, The War Loan and War Gift Emergency Regulations 1940 and The National Savings Investment Accounts Regulations 1940. The Board collected contributions to the Appeal for the Sick, Wounded and Distressed Fund, an All Schools' Fête was held in Whangarei and a Waikato Queen Carnival in Hamilton, Dominion Road children were exhorted to give their pennies to the patriotic effort rather than to Guy Fawkes, the Kingsford Smith Memorial Exhibition at the Farmers' Trading Co. raised funds for an air ambulance for the R.N.Z.A.F. and children gave their money to the Fighting Forces Fund when they saw John Court's Crown Jewels; stamp collections and cartoon competitions extracted more money from willing citizens, an Allied Sports Gymkhana was held at Alexandra Park and the National Patriotic Fund Board showed the Government film *One Hundred Crowded Years,* the Children's Theatre Society presented Kingsley's *Water Babies* in St Andrew's Hall and gave the profits to the All Purposes Appeal, the Auckland Primary School Girls' War Effort Association collected parcels for the Red Cross, and on 16 October, 1942 — Prisoner-of-War Day — a street collection was organized by Mrs J. Allum, the mayoress; the Board could not contribute to Mrs Allum's scheme because the purposes for which its funds could be used were prescribed by the Education Act and Regulations. To help the Fighting Forces Fund the Board, in April, 1941, suggested to head teachers and School Committees certain ways of raising money — by direct gifts, concerts and bazaars, and the collection and sale of paper, scrap metal, bottles and sacks — but in the following month it had to cancel its hasty suggestion regarding scrap material because the Waste Reclamation Division of the Auckland Provincial Patriotic Council informed it that the Reclamation of Waste Material Emergency Regulations 1940 prohibited any person from making a public or private appeal for waste material for patriotic purposes. However, in July, 1942, N. B. Spencer, chairman of the Auckland Metropolitan Waste Reclamation Committee, asked for the Board's assistance in the collection of waste paper, rubber and bottles. In these, and many other ways, those who were not in the fighting services supported to their utmost those forces by their thoughts and contributions.

The education of young persons was safeguarded by regulations and statutes. The War Bursary Regulations 1939, (Serial number 1939/171), for instance, which came into force on 1 January, 1940, made provision for assistance to be given to dependants of members of the New Zealand Expeditionary Forces who died on active service or were permanently disabled, and "The Statutes Amendment Act, 1943" empowered the University of New Zealand to make concessions to servicemen whose courses were prejudiced by war service. Teachers who were accepted for service in the military forces applied to their Boards for leave of absence and all leave granted to teachers for the purpose of joining the forces was without pay.[1] Their rights in regard to promotion and scale salary increments were protected during their absence on military duties. Relieving teachers received salary in accordance with the

---

[1] For the rights of soldier-teachers see the *New Zealand Education Gazette,* 1 March, 1940.

Teachers' Salaries Regulations 1938, or the regulations for secondary schools, or the regulations for manual and technical instruction. Teachers on military service received annually as grading marks for efficiency the average of their increases under the three headings of teaching, personality and organization (T.P.O.) for the previous two or three years, whichever was the greater. Teachers who were classified under the regulations for secondary schools or the regulations for manual and technical instruction were classified, so far as was possible, as if they had continued teaching and had maintained their earlier rate of progressive efficiency. They were assured that on their return to teaching they would have the right of appeal against the grading or classification allotted to them during their absence. Military service counted as education service for all purposes. All superannuation rights of teachers were protected, the contributions of absent teachers being paid by the Government and credited to the teachers' superannuation accounts. The Government, too, paid all social security contributions (wages tax) on military pay received by teachers but they were themselves liable for all premiums on life and other insurance policies and for their National Provident contributions. Teachers who undertook military duties were advised to lodge with Education Boards or other employing authorities general applications setting out the types of positions and the localities for which they desired to be considered. Any public schoolteacher appointed in this way was assured that he would be exempt from the provisions of the "two Decembers" clause (Section 2 (9) of the "Education Amendment Act, 1932-33"). Some teachers lodged general applications with a number of Boards and consequently a teacher could be appointed to a position by two or three Boards at about the same time. To overcome this difficulty the Department, from July, 1941, became a "clearing house" for all general applications and from May, 1942, all Boards were advised of all appointments made. A few soldier-teachers received a second appointment to the same grade of position and caused undue disturbance of staffs in two schools without conferring any benefit on themselves. After October, 1942, no soldier-teacher was appointed to a position unless it provided promotion for him.

In war-time as in peace, teachers of the Board's 600 schools continued to make their periodic "returns". At the end of each term details were given relating to the attendance register (Return A.5), particulars of any corporal punishment given (Clause 103 of the By-Laws), the list of children on whose behalf application for the payment of capitation allowance for conveyance had been made (Form H.3), details of all flat rate services to the school (Form H.5), boarding allowance applications (Form H.6), and the list of children on whose behalf an allowance had been authorized (Form H.14A); at the end of each year teachers provided information relating to Maori and half-caste scholars who were in attendance at 1 July; at the beginning of each year teachers reported on the destination of their ex-pupils (Annual Return No. 4); particulars of all pupils who were conveyed or were boarding to enable them to attend school were forwarded shortly after 1 July in each year (Annual Return No. 10); at the end of each year a classification return was made

(Form B.1);[1] at the end of the second term teachers sent the Board a return of the stationery in stock and their annual requisitions; applications for free stationery and text-books were made by the parents on a printed form and counter-signed by the head teachers (Clauses 128 and 129 of the By-Laws); applications for leave of absence were made on printed forms (Clauses 56-70 of the By-laws); relieving and probationary assistants signed any reports made on their work by head teachers before the reports were sent to the Board; there were other returns, such as those on war bursaries and part-time pupils, that were not used frequently; and, of course, there were records, such as attendance registers and progress cards, which teachers compiled but which remained in the schools. The Board received circulars from the Department and in its turn passed on instructions and advice to its teachers or to School Committees on such matters as the cost of living allowances to women teachers whose husbands were serving with the forces, and the rent of residences, superannuation, accrued leave and holiday pay in the case of soldier-teachers. There was, of course, the usual shower of regulations affecting travelling expenses, teachers' certificates, salaries, superannuation, bursaries, training colleges, grading, patriotic sentiment, conscientious objectors, and incidental expenses of School Committees — the Teachers' Salaries Regulations 1938, Amendment No. 2 (serial number 1939/149) which was enacted on 6 September, 1939, the Primary Teachers Grading Regulations 1926, Amendment No. 4 (1940/56), the Teachers Emergency Regulations 1940 (1940/134), the Educational Bursaries Regulations 1940 (1940/266), the Education Amending Regulations 1940 (1940/275), the Superannuation Emergency Regulations 1940 (1940/313), the Education Amending Regulations 1941 (1941/189), the Ceremony of Honouring the Flag Regulations 1941 (1941/209),[2] the Teachers Emergency Regulations 1941 (1941/211), the Teachers (Conscientious Objectors and Defaulters) Regulations 1941 (1941/231), the Education Amending Regulations 1942 (1942/20), the Education Amending Regulations 1942 (No. 2) (1942/347), which made provision, amongst other things, for the biennial grading of teachers,[3] the Teachers Emergency Regulations 1941, Amendment No. 1 (1942/346), the Home-craft Teachers' Certificates Regulations 1943 (1943/26), the Manual and Technical Instruction Regulations 1925, Amendment No. 17 (1943/158), the Teachers Emergency Regulations 1941, Amendment No. 2 (1943/181), the Educational Bursaries Regulations 1940, Amendment No. 1 (1943/201), the Secondary Schools Bursaries Regulations 1943 (1943/203), the Secondary Schools Bursaries Regulations 1943, Amendment No. 1 (1944/52), the Teachers' Salaries Regulations 1938, Amendment No. 3 (1944/76), the Teachers' Certificates Amending Regulations 1944 (1944/95), the Education Amending Regulations 1944 (1944/114), the Educational Bursaries Regulations 1940, Amendment No. 2 (1944/115), and the Education Boards (Travelling Expenses) Regulations (1944/167). On 13 February, 1945, Fraser announced increases in the pay of all public servants, including full-time teachers, dating from 30 June, 1944. The rates of increase ranged from £20 a year in the case of first and second year training college students to £75 in the case of teachers receiving £490 or more a year. The minimum married salary was increased from £243 to £275. All male teachers of the age of 21 years or over were paid a minimum of £225 and women teachers, £175.[1] In March, the Government approved of similar increases being paid to full-time employees of educational controlling authorities, including Education Boards, High School Boards, Technical School Boards and Combined School Boards. It was in March, too, that the Education (Post-Primary Teachers) Regulations 1945 (Serial Number 1945/24) were made by Order in Council. These important regulations covered classification of assistant teachers in post-primary schools, the salaries of teachers engaged in post-primary schools, the staffing of these schools, and the appointment of post-primary teachers; those relating to salaries were deemed to have come into force on 1 February, 1944, but the other regulations came into force on 31 March, 1945. Government by Orders in Council continued with the Education (Manual-training Teachers) Regulations 1945 (1945/46), the Education Regulations Revocation Order 1945 (1945/58), the Education Amending Regulations 1945 (1945/59), the Education Amending Regulations 1945 (No. 2) (1945/161), and the Education (Salaries Increase) Regulations 1945 (1945/200). The regulations were administered by the Education Department, and only in so far as the Board's office staff had to interpret the instructions and put the orders into effect could it be said that Government regulations formed part of the Board's own story. In most cases the Department did not consult the Board when new regulations and instructions were being framed. As it had done on many occasions in the past the Board protested to the Department; and as it had done on many occasions in the past the Department agreed to see that where possible the Board would be given an opportunity to comment on any proposed new regulations or amendments, stressing the fact that any previous omission to consult it had not been intentional but was due to the necessity of preparing regulations at short notice at the direction of the Minister. Regulations themselves expressed the dictatorial attitude of the Department to the Board, — "Subject to the provisions of this regulation, any Education Board or governing body of any school may, and if so directed by the Minister shall," etc.

---

[1] For directions relating to the B.1s see *The Education Gazette*, 1 November, 1943.

[2] See *New Zealand Education Gazette*, 1 December, 1941.

[3] See *National Education*, December, 1940, and the *New Zealand Education Gazette*, 2 June, 1941.

The war-time inconveniences suffered by the Board usually affected a large number of other people. For instance, efforts to conserve petrol immediately had an effect on the conveyance of children to school. At the beginning of 1942 there were contract services to over 160 schools and capitation was paid for the conveyance, by parents or operators, of over 1000 children to over 140 schools. Children walked longer distances, bicycles and horses were used more, and means were devised to reduce fuel consumption. As difficult to organize as conveyance and more important to the whole service was the staffing of schools. The only

[1] See the Education Amending Regulations 1945 (serial number 1945/59) made by Order in Council on 23 May, 1945.

bodies with authority to grant postponement of military service were the Armed Forces Appeal Boards in the case of overseas service and man-power committees where territorial or home service was involved. In January, 1942, the Education Department and the director of national service decided that no appeals should be lodged on behalf of assistant teachers unless they were teachers of mathematics or science in secondary departments of district high schools, that no appeals should be lodged on behalf of sole or head teachers of Grades I, II and III schools, and that appeals should be lodged with local man-power committees on behalf of head teachers of Grade IV schools and higher. It had not been the policy of the Auckland Board to appeal for the exemption of teachers from service overseas and in July, 1942, 330 of the Board's teachers were on overseas service or in training for it and 200 were in territorial camps. The Board experienced great difficulty in staffing country schools and in spite of enlisting the services of married women and retired teachers it was compelled to close some schools. It therefore lodged appeals on the grounds of public interest against the calling up for military service of the teachers included in the ballot of 24 June and subsequent ballots, subject to the condition that they enrol in the Home Guard; it also urged the Government to declare the teaching profession to be an essential service. In the ballot of 15 September, issued in pursuance of the provision of Regulation 16 of The National Service Emergency Regulations, 1940,[1] there were 79 teachers of the Auckland District!

In common with other Boards, the Auckland Board lodged appeals for all teachers in the age groups 32-34 and higher, for head teachers of schools of Grade IV and higher, and for teachers of mathematics and science. In order to state a case to the man-power committee when it lodged appeals on behalf of teachers in the 32-34 age-group for exemption from military service, the Nelson Board obtained from other districts particulars relating to their teachers and training college students then serving with the forces. In the Dominion 53 per cent. of the male teachers and training college students were serving with the forces; the Auckland figure was 46.8 per cent. Nelson, Canterbury, Wanganui and Auckland Boards made representations that the teaching profession should be declared an essential service. Few men were entering the profession from the training colleges since men students in training entered military service on reaching the age of 18 years. In some districts and in the Native service, isolated country schools were closed and the children did not attend any schools. Owing to the locality, or difficulty of obtaining accommodation, many positions were suitable for men teachers only. It was almost impossible to obtain teachers with a knowledge of science and mathematics and of practical subjects such as woodwork and engineering; many of these teachers were with the Air Force as education officers, some were working as chemists or in connection with radio location, while others were engaged in other military activities which required a knowledge of these subjects; as a result the education of children in the secondary departments of district high schools was affected. Students in training were used as relieving teachers, a practice which did not further their training or their future efficiency.

---

[1] See *The New Zealand Gazette Extraordinary,* 18 June, 1940.

In the second half of 1942 American marines landed at Guadalcanal, Dieppe was raided, the Germans reached the suburbs of Stalingrad, and allied forces of the United States Army and the British First Army under General Eisenhower landed in North-West Africa. In pursuance of the powers conferred on him by Regulation 11 of the Industrial Man-power Emergency Regulations, 1942, (Serial Number, 1942/296), A. McLagan, Minister of Industrial Man-power, declared teaching an essential industry on 15 October, 1942. [1] It was towards the end of this month that General Alexander opened his offensive in North Africa at El Alamein — an offensive that was to carry the British into and beyond Tripoli by the end of the following January. The principal effects of the Regulations were that teachers could be directed by a district man-power officer to serve in any type of school, other than a private school, they could not resign either from the teaching service or from the Board's employ without the consent of the man-power officer, a Board could not terminate a teacher's employment without the man-power officer's consent, and teachers of registered classes (age groups 20-30 for women and 18-60 for men), not then employed as teachers, could be re-directed into the service. However, the ballot of 11 November included 76 Auckland teachers and another ballot — the 19th — was gazetted on 22 December. The Board appealed against the calling-up of teachers, but teachers could oppose the Board's application. There was no haste in the hearing of appeals; those made by the Board, for example, on 2 July, 23 September and 18 November, 1942, were not heard by the No. 1 Armed Forces Appeal Board until 23 July, 1943.

The Industrial Man-power Emergency Regulations, 1942, Amendment No. 1 (Serial Number 1943/61) was made by an Order in Council on 20 April, 1943; it amended the important Section 13 of the principal regulations and it accidentally excluded the teaching service from its operation by excluding persons whose normal weekly hours of work were less than 30. However, in 1944, teaching was again brought within the scope of the regulations and the duties of man-power officers were clarified. On 14 May, 1943, the operations of all Education Boards in respect of all permanently employed persons were declared an essential industry. [2] At the beginning of 1943 the number of members of the Auckland Board's administrative staff was 38, there were only 2 permanent members on the outside staff, another 11 being employed temporarily. By July, 1943, the Board had lost 9 members of its permanent male office staff of 19 to the armed services. Thus, when some of its senior officers were drawn in ballots the Board appealed on the grounds of public interest. The year 1943 saw the final surrender of all the remaining Axis forces in Africa, the severe bombing of Hamburg, the Russian counter-offensive, the resignation of Mussolini on 25 July, the occupation of Lae and Salamaua by the Australians, and the Tehran Conference between Roosevelt, Stalin and Churchill in November. About May, the director of national service asked for information on teachers medically graded Class II and III whose release from the Forces could be sought. The National Service Department did not make appeals; Boards had to make appeals to the district man-power officers in all cases where the release of Class II and Class III men was required but if the releases were not obtained then the Board could ask the National Service Department to seek a re-hearing of the cases. From the end of 1941 to February, 1944, 103 Auckland teachers were released from the Forces; the majority of those were young, inexperienced teachers, and the Board still had 570 of its male teachers serving in various branches. Staffing difficulties were accentuated by the raising of the school-leaving age to 15 years. The Board appealed on behalf of a number of teachers who were serving in the Air Force and who were medically unfit for overseas service but the Appeal Board in May declined all appeals. In July, 1944 the Board resolved to appeal for the release of all teachers on home service with a medical grading below Grade I. In the previous month the allied armies had landed on the northern coast of France.

---

[1] For the effects of Declaration of Essential Industry No. 120 see the *New Zealand Education Gazette*, 1 November, 1942.

[2] An exception was made in respect of workers whose wages were subsidized wholly or in part from Government funds under Scheme No. 13 by which certain works of either a national or local character were put in hand by local authorities, School Committees, sports bodies, or other social institutions not established for profit.

From June, 1944, flying bombs fell on southern England, in August Paris was liberated, the British 1st Airborne Division landed at Arnhem on 17 September, and by November the Germans were cleared from Greece. In November, too, the Board received a colourful pamphlet which helped members to identify United States forces; there were vivid representations of chevrons, insignia, shoulder marks, sleeve stripes, hat and lapel devices, ribbons, miscellaneous ironmongery and uniforms. A diligent study of that brochure would have prepared Burns at Thames, Morris in Auckland and Bowyer in Otorohanga to distinguish jungle camouflage from the outfit of a ski-trooper, and if they had met a figure almost enveloped in oilskins they would have known immediately that he was wearing foul-weather clothing. In February, 1945, the United States forces destroyed the Japanese on Corregidor; in March, Field-Marshal Montgomery's 21st Army Group crossed the Rhine; Mussolini was shot by partisans at the end of April and on 2 May the German armed forces in North Italy surrendered to Field-Marshal Alexander. To celebrate victory in Italy — the first great surrender of the closing stages of the war — Mason, in a broadcast message, gave a holiday to the schools on Friday, 4 May. The Auckland Board, alone in New Zealand, complained to him that it had not been informed officially of his action; in his jubilation, Mason did not realize that he might have been inconveniencing the milk contractors! The German armed forces surrendered unconditionally on 7 May, and Japan accepted the Allied terms on 14 August. A few days later McLagan announced that employers would not be required to make applications for consent to engage young persons under 18 years of age and widows of servicemen, women who were 30 years of age and over, married women, returned servicemen, and men who were 45 years of age or over.[1] Following upon this relaxing of man-power control the Declaration of Essentiality covering the permanent employees of Education Boards was revoked.[2] In the last few months of the war the Board was concerned because teachers were being retained unnecessarily in the armed forces. Evidence from a number of quarters indicated that the Air Force establishment in New Zealand was overstaffed. Yet the authorities refused to release for urgent national service those soldier-teachers who were wasting their time on unimportant work and for several months after the war had ended the Board's schools were seriously understaffed. In April, 1946, there were still 161 teachers who had not been demobilized and during the 12 months which ended on 31 January, 1946, 390 teachers — 300 of them females — had resigned from the Board's service.

At a conference of 65 local organizations held in the Auckland Town Hall on 18 September, to consider proposals for celebrating the signing of peace, T. Turbott and J. K. Hume represented the Education Board. A steering committee, set up under the chairmanship of Councillor A. St Clair Brown, included D. M. Rae of the Training College, A. E. H. Parkinson of the Auckland Headmasters' Association, and representatives of ten other bodies. At a meeting on 8 November it recommended that the requirements of the occasion demanded remembrance of the fallen, a spirit of joyfulness for the future, and thankfulness to God for victory.

---

[1] See *Auckland Star*, 18 August, 1945.
[2] See *New Zealand Gazette*, 27 September, 1945.

CHAPTER 44

IN THE DOLDRUMS

In 1941 the Education Board consisted of Campbell (chairman), Burns, Bowyer, Elliott, Fortune, Macky, Morris, Morrison, Patterson, Priestley, Rew, Sims, Snell and Spooner. In March, 1942, an extraordinary election was held because of the death of J. E. Elliott, and George Hugh Smith was elected unopposed as a North Ward representative. In March, too, Fortune was granted indefinite leave of absence because he was serving overseas. At the 1942 elections Campbell, Gordon Kerr Hamilton and Maurice George Lee, M.A., were elected to represent the Auckland Urban Area. Lee, who had started his teaching career in February, 1923, as a pupil teacher at Beresford Street, had recently resigned as an assistant at Grey Lynn to take a position with the Workers' Educational Association. Sims was returned unopposed for the Hamilton Urban Area; Smith and Bowyer were again returned for the North and West Wards respectively. In the East Ward, Macky won a contest but he died before he could resume his seat on the Board and at an extraordinary election in September his place was taken by Alexander Bell. At the biennial elections of July, 1944, the School Committee electors returned Morris, Priestley and T. Turbott (Auckland Urban Area), John Midgley McWhannell (Hamilton Urban Area), John George Draper (North Ward), Burns (East Ward) and Patterson (West Ward), and the Board faced the next two years with Campbell, Hamilton, Lee, Morris, Priestley and Turbott, Sims and McWhannell, Smith and Draper, Bell and Burns, and Bowyer and Patterson. Draper died soon after the elections and in December, David McCarroll was elected to the Board. On his way from the Board's office to his home in Ponsonby on 4 December, Campbell collapsed and died; he was aged 75 years and had been on the Board for 23 years. In respect, the primary schools in Auckland were closed for a half-day on 5 December.[1] Fortune was re-elected to the Board at the beginning of 1945. At the biennial elections, held in July, 1946, Ivan James Day, Hamilton, Lee, Florence Isobel McBride and Donald William Rutledge were returned as representatives of the Auckland Urban Area. Sims, who had been elected to the Board in August, 1926 and, except in 1930, had always been returned unopposed, was replaced as the representative of the Hamilton Urban Area by James David Edgecombe. Thomas Walter Bowman and Jacob Tallentire Teesdale were elected unopposed for the new Whangarei Urban Area; and Smith, Bell and Bowyer were returned in the north, east and west respectively. Two years later Priestley,

---

[1] The Campbell Hall at the Normal Intermediate School, Epsom, was so named in his honour.

Rutledge, Turbott, and Frederick Albert Charles Upton who stood in the place of Morris, were elected as Auckland Urban representatives; McWhannell, Bowman, McCarroll, Burns and Patterson were returned unopposed. In September, 1948, Robert Henry Culpan of Wellsford was elected to the Board as a representative of the North Ward in place of Smith who resigned because of ill-health. At the end of 1949 Lee informed the Board that he was leaving for England but to avoid a by-election the Board granted him leave of absence until his term of office expired on the second Tuesday in August, 1950. When Priestley resigned from the Board in July, 1950, he had given fifty years' service to education; no special election was held. Culpan's place was won in 1950 by Ronald Morrison Barclay. Maxwell Francis Constable, Day, Harold Maitland Diggle, Alfred Francis Drake East, Dorothy Mary George, Mrs McBride and Ian Archibald Purdie (Auckland), Edgecombe (Hamilton), Teesdale (Whangarei), Bell (East) and Bowyer (West) were elected unopposed. Hamilton, who did not seek re-election in 1950, had been chairman of the Board for six years. Those years covered one of the most trying periods in the history of the Board, when lack of sufficient school accommodation, shortage of teachers, rise in the school population, and all the problems caused through the effects of the war and the economic situation were reaching their peak. Hamilton was succeeded as chairman by Turbott. Burns died in Parnell on 22 December at the age of 83 years; he was succeeded in February, 1951, as an East Ward representative, by Oliver Porte Liddell. Other former Board members who died during the 'forties were Sir James Parr, on 2 May, 1941, George Brownlee, on 22 September, 1945, T. U. Wells, on 28 December, 1949, at the age of 82 years, C. R. Munro on 10 September, 1950, aged 76 years, and G. J. Garland on 25 August, 1950, at the age of 94; and the deaths of the former inspector, N. R. McKenzie, at Lower Hutt, on 18 November, 1946, at the age of 79 years, and of the former architect, John Mitchell, at Rotorua on 2 May, 1947, at the age of 88 years, recalled memories of other days. The Education Board which entered the second half of the 20th century was Turbott, Mrs George, Mrs McBride, Barclay, Bell, Bowyer, Constable, Diggle, East, Edgecombe, Liddell, McCarroll, Patterson, Purdie, Rutledge, Teesdale and Upton.

When Dunlop — secretary since 1928 — advised the Board that he would reach the retiring age in July, 1941, the Executive Committee — Campbell, Priestley, Rew and Spooner — met on 14 May and reorganized the office staff. A. Nixon became secretary and treasurer with a salary of £750 — £850, and when Elliott, the accountant, retired on 1 October his successor was H. C. Adams, with a salary of £550 — £650. Dunlop resigned on 31 July on the completion of fifty years' service. When Mason wished a survey to be made of the Dominion with a view to determining the location of future intermediate schools, Beeby suggested that Dunlop should be used because of his experience and wide knowledge of Auckland schools. Dunlop agreed to assist but unfortunately he died in March, 1942. Hundreds of messages of sympathy came from all over the Dominion, from Australia and from Fiji.

Of the tributes paid to Dunlop none was better expressed than that written by his widow to Nixon. "Nobody," she said, "loved his job more than he did, and no one could give more to his work than he did, for he used all his gifts and his strength to attain the highest and best in all branches of education."

The public duties performed by the Board members were as varied as ever. They attended the Auckland Training College on 29 May, 1941, when it was visited by Their Excellencies Sir Cyril and Lady Newall;[1] Campbell and J. E. Elliott accepted an invitation to be present at the opening by Mason of a new primary school at Dargaville on 6 June, Spooner and Rew accepted an invitation to attend a preview of new films to be shown by the Visual Education Association at Seddon Memorial Technical College on 29 July, and Rew, Morris and Priestley accepted an invitation to attend a farewell to T. Turbott at Grey Lynn on 22 August; Turbott, who had been there since 5 September, 1932, resigned his headmastership on 7 September. Morris, Rew, Spooner and Priestley were pleased to attend a Service of Intercession in St Mary's Cathedral on Sunday, 7 September, the second anniversary of the declaration of war, Campbell and Spooner were authorized to represent the Board at the opening of a new infant block at the Dominion Road school on 29 November, but Macky could not represent the Board at the Waihi High School's prize-giving ceremony on 18 December because the oil fuel controller refused his application for a special benzine licence; and Morrison acted as a judge and represented the Board at the North Waitemata Combined Schools Annual Calf Club and Flower Show at Dairy Flat on 4 December. And there were the never-ending garden fêtes, sports gatherings, parents' days, and openings of dental clinics and swimming baths to which members were invited. Day was authorized to represent the Board at the unveiling of the Roll of Honour at the Cornwall Park school on 11 November, 1949, Burns was delegated to represent the Board at the Golden Jubilee of the Mamaku school on 10 December, Bowyer was asked to accompany McMurtrie to Ardmore Teachers' College on 7 December, and "deliver a carefully prepared speech of about three minutes", and Bowman and Teesdale were authorized to attend the Championship Parade of the Whangarei Calf Club on 9 December; Mrs McBride and Turbott were asked to be present at the official opening of the Pakuranga Health Camp on 10 December; Mrs McBride was requested to act as the Board's representative at the Gladstone school's Diamond Jubilee on 4 March, 1950, and Bowyer was authorized to represent the Board at a similar function in connection with the Te Kowhai school on the 24th. And members were expected to attend Training College Balls and tree-planting ceremonies, Social Evenings of the Headmasters' Association and school picnics, Afternoon Functions of the N.Z.E.I. and sweet pea shows.

During the first term of 1941 the Board controlled 661 schools, including 4 half-time schools; the number included 31 district high schools, 1 intermediate school, 1 combined intermediate and district high school, 3 combined intermediate and secondary schools, and 1 combined intermediate and technical high school. The roll numbers were, —

---

[1] Sir Cyril Newall had assumed the office of Governor-General of New Zealand on 22 February, succeeding Viscount Galway in that office. See *The New Zealand Gazette Extraordinary*, 22 February, 1941.

	Boys	Girls	Total
Primary	32,711	30,533	63,244
Intermediate	897	900	1,797
Secondary	1,651	1,909	3,560
	35,259	33,342	68,601

The average attendances were, —

	Boys	Girls	Total
Primary	28,987	26,925	55,912
Intermediate	844	840	1,684
Secondary	1,525	1,768	3,293
	31,356	29,533	60,889

In their deliberations on behalf of their schools, Board members discussed the method of advertising positions that were regarded as "country" for the purposes of salary regulations, travelling expenses for probationary assistants, regulations governing entry into the teaching profession, school conveyance and consolidation, maintenance of outbuildings and furniture, the chairman's honorarium, members' travelling expenses, provision of garages at teachers' residences, school holidays, staffing of schools, fuel for schools, cost of living allowances, teachers' sick leave, insurance of teacher-drivers, and salary adjustments. They informed School Committees that Section 15 of "The Finance Act (No. 3), 1944" which amended Section 11 of "The Finance Act, 1932 (No. 2)" provided for the exemption of School Committees from stamp duties on receipts. They paid the School Fund allowance to Primary School Committees in accordance with the scale that was in force prior to 1938, plus an addition of 33⅓ per cent. in the case of schools with roll numbers of under 51, and 50 per cent. for schools with roll numbers of 51 or more. In the case of district high schools, primary and secondary departments were treated as separate schools for School Fund purposes. Intermediate schools were paid on the basis of £50 a year plus 10/- per pupil, plus 50 per cent. The Board made special grants to Committees in cases where assistance was considered necessary. During 1943 and 1944 the Board used the surplus at the end of each year for distribution by way of special grants to the larger schools, giving special consideration to contributing schools to intermediate schools. They considered that it was necessary to have a fixed scale for schools of the various grades but at the same time to retain a sum which could be used to assist Committees which had claims for additional payment on account of increased attendance or other special circumstances. In March, 1945, Barker and Hume discussed the School Fund allowance with officers of the Education Department and pointed out that with increased costs the Fund was inadequate. They explained that the grant received from the Government was apportioned amongst the Boards on the basis of floor space; some Boards had sufficient funds but others were not so fortunate. The Board received numerous letters from School Committees setting out their difficulties in detail and asking for increased payment for incidental expenses; similar representations were also received from the Auckland School Committees' Association and the Waikato School Committees' Association. By the middle of 1946 the Department was calculating its grant to the School Fund at 9d per square foot of floor space plus capitation of 5/- for primary and intermediate schools, and 10/- for secondary departments of district high schools. It believed that the amount earned by floor space would meet the wages of school cleaners or caretakers, and that capitation payment would cover other incidental expenses. Boards and Committees had to abide by the provisions of "The Minimum Wages Act, 1945" which came into operation on 1 April, 1946 and applied to all adults of 21 years of age and over. The minimum rates provided were:—

(a) If paid by the hour: males 2/9; females 1/8 per hour;
(b) If paid by the day: males 22/-; females 13/4 per day;
(c) If paid by the week: males £5/5/0; females £3/3/0 per week.

In June, 1945, the Board informed the Old Windmill Preservation Society that it could give nothing to the appeal for the preservation of the old windmill in Symonds Street, a link with the pioneering days and a relic of sentimental value, since it had no power to donate the Board's funds to other than school purposes. But it donated a special grant of £10 to the Headmasters' Association for its organization of the Primary Schools' Music Festival and congratulated the teachers on the excellence of the standard reached. From time to time the members reviewed the Board's by-laws. In November, 1946, for instance, they amended the by-law referring to Sunday play in school grounds and resolved to permit games on Sunday subject to the agreement and control of the School Committee and the approval of the Board; no play was permitted while the school was being used for Church or Sunday School purposes. There was little of educational value that members could do about a leaflet which they received in March, 1945 from the Auckland and Suburban Drainage League protesting against the proposed drainage outfall at Brown's Island. It is impossible not to be impressed by the monotony and sameness of the Auckland boardroom reflections during most of the 'forties. And neither the conference of secretaries of Education Boards held at Wanganui in July, 1941, and chaired by Dunlop, nor the meeting of chairmen and secretaries held at Wellington in October of the same year and attended by Campbell and Nixon was of educational significance; and the conference of the Education Boards' Association which was held in Wellington on 2 April, 1946 was a "flat and unprofitable" affair.

At no time in its history did the Board count for less in the country's education system than it did during the 'forties. There were many factors which combined to reduce public interest in its administration to a minimum. Educational legislation, however, was not excessive. There were the customary acts providing for the sale, reservation and disposition of reserves, Crown lands and endowments, acts which amended legislation relating to University colleges, and an Adult Education Act. During the 'forties, while the Labour Party was in power, the Acts of Parliament which amended "The Education Act, 1914" were "The Statutes Amendment Act, 1941" which restricted the transfer of teachers after they had received a permanent appointment (Section 12), "The Statutes Amendment Act, 1944" which gave the Governor-General power by Order in Council to alter the boundaries of any two contiguous education districts, "The Statutes Amendment Act, 1945", "The Finance Act (No. 2), 1945" which made provision for a general increase to employees of educational authorities (Section 39) and for increased grants to Education Boards (Section 40), "The Education Amendment Act, 1947" which referred particularly to the appointment of teachers, and "The Education Amendment Act, 1948" under which the Elam School of Art ceased to be a technical school with the Auckland Education Board as its controlling authority and became the Elam School of Fine Arts under the control of the Auckland University College Council (Section 15); the 1948 Act also referred to the primary teachers' appeal board (Part 1) and its tenth Section repealed Section 42 (a) of "The Education Act 1914".[1] Two Labour measures of 1949 were "The Education Amendment Act, 1949" and "The Reserves and Other Lands Disposal Act, 1949". Under the Reserves Act the whole of the revenue from the property known as the old Supreme Court site was retained by the Public Trustee. Its 19th Section repealed Section 4 of "The Auckland Education Reserves Act, 1912" and made provision for the Public Trustee to pay the rents and profits of the land to the Auckland University College Council to be expended on a hostel for students. The Education Act and regulations remained unconsolidated.

The war — too often regarded as the cause of all social ills — was not a reason for the decline of the Education Board. Even amongst defeated governments, there was ferment rather than inactivity in education.[2] In New Zealand during the war there was no revolution in educational thinking. There was, instead, a continuation of principles enunciated when Labour took office in 1935. Teachers were concerned more with Masonian syllabus committees than with the Board's efforts at keeping within its administration grant. And Mason did not miss an opportunity to extol Labour's educational achievements; for instance, after December, 1945, he recorded the accomplishments of Labour's first ten years. The accent was on the professional aspect of education rather than the administrative, and it is not surprising that before the decade was run the Department itself stood in need of setting its own house in order. "The introduction into the primary schools," said Mason in his first Annual Report, "of what has come to be known as the 'new freedom' makes it more than ever desirable that the Department, through its inspectors, should develop to the utmost its function of professional leadership." There was nothing to fear from Education Boards taking the lead in professional matters: their professional independence and initiative were restricted by statutes and regulations and by the senior inspector who guided the Board in departmental ways.[3] "The whole atmosphere of a modern classroom," said McMurtrie in 1940, "is one of pupil-inquiry and pupil-activity." Reporting on the work of the primary schools during that year Overton, chief inspector, said, "In the schools today children speak and write English more clearly and confidently than ever before, and there is nothing in the new education to preclude the acquirement of essential accuracy in spelling or arithmetic provided the courses are rational and well graded and due attention is given." And in keeping with the temper of the times, a reviewer of A. S. Neill's *The Problem Teacher* made the unspeakably ridiculous comment that Summerhill was "the most courageous experiment ever made in the history of education".[1] During 1942 Overton observed that "the whole gamut of school subjects was gradually becoming more a stream of activities in which the child was given an opportunity to develop through his own efforts as far as possible". But, reporting on the work of 1944, he stated, "During the past two years there has been considerable criticism of the standard of attainment in the essential skills of English and arithmetic. There is some deterioration reported in some districts." The Department reviewed the syllabus of primary instruction in collaboration with interested bodies and reported on arithmetic,[2] health education,[3] English,[4] oral expression,[5] and social studies in history and geography.[6] Text-books, based on some of the new syllabuses, were distributed free to all primary schools, private as well as public. Departmental appointments which affected primary schools in particular were those of supervisors of teaching aids and of art and crafts, and in 1945 there were 70 physical education specialists in the primary schools and training colleges. In Auckland the historic Wellesley Street school ended its existence in the early 'forties. In December, 1941, there were 261 children attending it, but during the summer holidays it was requisitioned for military purposes, and the children, most of whom lived to the west of Wellesley Street, were directed to Beresford Street, Ponsonby (Curran Street), Napier Street and Newton Central schools. Hayson, the headmaster, went to Henderson and Napier Street as relieving head teacher but on 1 June, 1942, he was appointed head teacher of the Napier Street school in accordance with Section 2 of "The Education Amendment Act, 1932-33".[7] Fanny J. Taylor retired on 31 January, 1942, after 35 years of faithful and efficient service. A. E. Reynolds retired from Newton Central on 31 January, 1944; he died suddenly on 21 September, 1950. F. McGrath resigned on 22 May, 1944, after 44 years service; he, too, died suddenly on 30 September, 1948. Albert Murdoch, who had entered the teaching service on 1 September, 1896, as a pupil teacher at Whangarei, and had been headmaster at Otahuhu since 1 February, 1921, resigned on 26 May, 1946, after approximately 50 years' service. J. W. McGechie, headmaster at Parnell from 4 July, 1932, retired on 31 January, 1947. The death of James Armstrong on 8 January, 1943, made teachers and old pupils recall far-off times and methods of long ago; born in England

---

[1] Section 42 (a) stated, "No householder who is a paid servant of the Education Department, or of any Education Board or School Committee, or of the Board of any secondary school or technical school, shall be eligible to be elected or to be a member of any School Committee."

[2] For the effects of the war on education in different countries and an account of the measures of reconstruction and reform in hand at the end of the war see *The Year Book of Education 1948.*

[3] When Bain retired at the beginning of 1942 McChesney was appointed senior inspector; A. R. Merrington, who had been senior inspector in Taranaki, succeeded McChesney in Auckland on 1 April, 1946.

[1] M.E.B., in *The New Zealand Education Gazette*, 1 April, 1940.
[2] See *New Zealand Education Gazette*, 2 August, 1943 and 1 March, 1944.
[3] *Ibid.*, September, 1945.
[4] *Ibid.*, 1 February, 1946.
[5] *Ibid.*, 1 March, 1947.
[6] *Ibid.*, 1 October, 1947.
[7] Hayson retired on 31 January, 1950.

on 16 May, 1858, he had started his teaching career as a probationer at Wellesley Street on 11 August, 1879; from 1 April, 1894 to 31 January, 1926 he was headmaster at Devonport and then, until 19 April, 1927, he acted as relieving headmaster at Nelson Street and Newton East; for 14 years he was secretary of the Auckland Branch of the N.Z.E.I.

In April, 1943, the Education Department laid down a definite intermediate school policy for the first time.[1] The specific functions of the intermediate school were first, to provide a socially integrative period of schooling for all children passing through the public-school system at a point before they diverged along specialized lines; second, to introduce all children gradually and sympathetically to the world of industry, commerce and the professions; third, to help every child to a rational choice of future school course and occupation; fourth, to give a rounded-off course to children who were not going on to a post-primary school and to help them to secure suitable employment; fifth, to provide for children going on to Form III in a post-primary school an environment midway between that of the primary school and the post-primary; and sixth, to continue teaching the fundamental tools of learning where necessary. With unmistakable zeal, if with incomplete psychological understanding, Wells at Kowhai measured manual dexterity, social capacity, and verbal and academic intelligence, gave vocational guidance, explored aptitudes, compiled individual progress cards, and contributed to the intermediate school becoming the happy hunting ground of the experimental educationist.[2] A few months after defining the aims of intermediate education the Government raised the school-leaving age and considerably altered the complexion of Third Forms at post-primary schools. Section 10 of "The Education Amendment Act, 1920" had made provision for the raising of the leaving age to 15 years and Section 14 had made provision for it to come into operation "on a date to be determined by the Governor-General in Council, being not earlier than the first day of January, 1922". The Education (School Age) Regulations 1943 (serial number 1943/202), made by an Order in Council on 15 December, 1943, fixed 1 February, 1944 as the date on which section 10 of the 1920 Amendment Act would come into operation. Coming at a time when young persons suffered from the instability of a war-time society, the raising of the leaving age had a social aim even if its educational object at the time was somewhat obscure. In Auckland during 1945 new intermediate schools were established at Epsom Normal, Balmoral and Avondale.

At the beginning of the 'forties success at the University Entrance examination was considered by pupils, teachers, parents and the general public as the test of a good secondary school. To pass it was the objective of all pupils of ability. Its original objective — to indicate that a student was qualified to enter upon a University course — had become obscure since it was recognized that pupils with a bare matriculation standard of attainment were not capable of undertaking such a course. Generally the University Entrance examination was passed after three years of secondary schooling by the brighter pupils and after four or five years by those of lesser ability. Five subjects were required, and the papers were set and marked by the University staff. Based partly upon the results of the University entrance examinations a School Certificate was issued. For some time teachers had recognized that a post-matriculation year was necessary for pupils who wished to enter the University; consequently, some pupils qualified for the Higher Leaving Certificate by remaining at school for a fourth year and studying three subjects in which a minimum number of marks had been obtained in the Entrance test. The Certificate was granted without examination on the recommendation of visiting inspectors. All secondary schools, including departments of district high schools, prepared pupils for matriculation and Higher Leaving Certificates. The reputation of the younger schools depended — rightly or wrongly — on their success in that direction. Few pupils in the smaller secondary schools qualified for the Higher Leaving Certificates, but where they did, the resources of the schools were strained. In 1938 Kandel had criticized New Zealand's standardized, unimaginative and static secondary curriculum; for many, he said, it was a waste of time and it produced no social return commensurate with the money spent on it.[1] A change appeared to be imminent when at its meeting in January, 1941, the University Senate approved the principle of accrediting; two years later statutes were enacted or amended to come into operation in 1944.[2] From that date there were two ways in which children could gain entrance to the University, by accrediting and by examination. A candidate for admission by accrediting had to have spent four years at a recognized post-primary school, of which at least the final year had to have been spent at a school approved by the University for the purpose of accrediting. The standard demanded was one year in advance of that of the School Certificate examination and of the old Entrance examination. Children who were not accredited, if they were 16 years of age or over, could sit a new Entrance examination at a higher level than the old; the examination was in three subjects only, at a stage one year in advance of the School Certificate. By mid-November, 1943, 7 out of the 35 district high schools in the Auckland District had been approved for accrediting; those chosen by the Senate and the Education Department were Matamata, Dargaville, Kaitaia, Morrinsville, Tauranga, Te Awamutu and Whakatane. Otahuhu Technical High School was added in the same month.[3] To the general public the reason for the exclusion of some schools and the inclusion of others was not clear. Northcote District High School, for instance, had the largest enrolment next to Tauranga and it had enjoyed marked success in University Entrance and School Certificate examinations but Beeby told Garry, the headmaster, that the University authorities were of the opinion that the pupils from Northcote should depend upon the larger grammar schools for the fourth year of study. It was obvious to everyone, except the University authorities, that there would be a strong tendency for parents to send their children to the City schools for the whole secondary course. The Education Board acted perfunctorily; it received protests from its district high schools, passed them on to the University, received answers from the University, and passed them on to the schools. However, the Senate, using reports made by the Liaison Officer, J. Thompson, slowly added to its list of accrediting schools — Northcote (1945), Opotiki (1946), Taumarunui (1947) and Cambridge (1948).

---

[1] *New Zealand Education Gazette*, 1 April, 1943.

[2] When Wells died on 4 October, 1946, a service was held in the school grounds; a bronze plaque, in memory of one who had been beloved by all, was unveiled in the school hall on 17 July, 1949.

---

[1] *Types of Administration.*

[2] See *New Zealand Education Gazette,* 1 September, 1943, 1 February, 1944 and 1 March, 1944.

[3] The name Otahuhu Technical High School was changed to Otahuhu College from 4 August, 1948.

In November, 1942, Mason had set up a Consultative Committee on the Post-Primary Curriculum to consider and report upon the implications for the post-primary school curriculum of the proposed introduction of accrediting for entrance to the University, and in particular to make recommendations regarding the choice of subjects for the School Certificate examination, the content of those subjects, and any consequent modifications of the Public Service Entrance Examination and the Free Place Regulations. Its chairman was W. Thomas, formerly rector of Timaru Boys' High School. The report was completed in November, 1943,[1] and resulted in the formulation of the Education (Post-Primary Instruction) Regulations 1945 (serial number 1945/143) which laid down a basic curriculum, with a wide range of options for all post-primary schools. The School Certificate examination under the old regulations was held for the last time in 1945 and the new regulations came into force on 1 February, 1946. In his report on post-primary schools for the year 1951, G. V. Wild stated that the School Certificate had established itself as an objective worth striving for and was "the natural goal of most post-primary school courses". But while he quoted figures which showed the number of children who aimed for the goal he did not reveal the small number whose aim was achieved. In 1946, only 53.6 per cent. of the candidates had passed and in 1950, 56.3 per cent. had been successful. The Certificate, said Wild, had an accepted value in the business and industrial world; indeed, it was used as an entrance qualification to nursing and teaching, and it won certain concessions in apprenticeships. But in spite of all the modern developments in education parents realized with dismay that New Zealand did not have a "leaving certificate". In 1955, when only 50 per cent. passed the School Certificate examination, over 79 per cent. of New South Wales candidates passed their Leaving Certificate and almost 87 per cent. were successful in the Intermediate examination. The University Entrance examination still gripped the schools because the School Certificate became a competitive test, in large measure to determine those pupils who would proceed to the Sixth Form to work for the University Entrance; numbers had to be kept down because of the lack of teachers and the lack of space at the University Colleges. The competitive character of the School Certificate examination was ensured by reserving the method of accrediting for the University Entrance examination. The

---

[1] *Report of the Consultative Committee appointed by the Minister of Education on 'The Post-Primary Curriculum'* (Wellington, 1944.)

Thomas report noted that the University appeared to have accepted a statement in the Reichel-Tate report of 1925 that external examinations were founded upon distrust of teachers; Beeby, Thomas and M. H. Oram, too, in their *Entrance to the University* (1939) had recommended that the basis of accrediting should be a properly devised cumulative school record that would be a composite picture of the pupil, valuable from both the diagnostic and the predictive points of view.[1] But to those who were prone to compare developments in New Zealand with those in Australia, the system whereby a child, after three or four years with teachers who knew him, had to sit an external Departmental examination and then could be accredited internally for the University Entrance examination in Form VI, appeared topsy-turvy.

The Government continued to give attention to the children who suffered from some kind of physical, mental or social handicaps. It increased the number of special classes; yet a sub-committee of the Auckland Headmasters' Association in 1947 reported that the organization and facilities for the education of backward and retarded children were still inadequate, and when J. G. Caughley was appointed officer-in-charge of the Department's psychological services in 1948 he had to investigate the provisions made for backward children at Te Kuiti, Pukemiro, Frankton, Matamata, Panmure, Belmont, Takapuna, Brown's Bay, Vauxhall, Northcote, Birkenhead and Birkdale. When the Board made an application for the provision of a special class at the Manukau Intermediate School the Department would not give its approval because the organization of special classes within an intermediate school was in an experimental stage. At the end of 1948 there were in New Zealand three of these classes working fairly well; but the Department felt that a better procedure was the grouping of children according to their abilities, thus giving all of them the advantages of specialist teaching, particularly in music, art and practical subjects. In May, 1948, there were special classes at Avondale, Beresford Street, Edendale, Hamilton West, the Institute for the Care of Backward Children in the old Newton East building in Upper Queen Street (formerly Belgium Street), Newton Central, Normal Primary (accommodated at Grafton), Onehunga, Otahuhu, Otorohanga and Te Kuiti District High School, caring for about 200 children. In 1940, H. Pickering, from England, was appointed principal of the School for the Deaf in Sumner. In February, 1942, he came to Auckland at the Board's request to investigate the facilities for teaching deaf children. When the Army took over the Sumner school some of the children were housed temporarily in Christchurch; others were transferred in September to an extremely depressing "hotel" at Titirangi with C. L. Allen as temporary headmaster. The Titirangi expedient was looked upon as a part of the Sumner school; it was, of course, under the control of the Department. The Board closed its School for the Deaf on 5 March, 1943. At the end of 1944 there were 13 speech clinics in New Zealand attending to delayed speech, stammering, cleft palates, lisping, hardness of hearing, nasal speech and spastic paralysis. During the war the centre for the training of specialists was established in Christchurch under Miss M. Saunders. At the end of 1946 Mrs Mein retired as senior speech therapist in Auckland and C. Browne took her place. Because of the small number being trained at Christchurch and because, too, of the retirement through marriage of several of the therapists, the service expanded slowly. In an endeavour to stimulate interest in speech therapy and allied subjects, a Speech Therapists' Association and a *New Zealand Speech Therapists' Journal* were founded in 1946. In May, 1948, the speech clinics in Auckland had their headquarters at Devonport (Miss J. B. Ward), Gladstone (Miss C. M. Davies), Grafton (C. B. Browne), Hamilton West (Miss M. C. Prendergast), Napier Street (Miss E. R. Boswell), Onehunga (Miss M. A. Blake), Otahuhu (Miss J. M. Morrison), Tauranga (Miss E. M. Tennent) and Whangarei (Miss H. F. Finlayson) and the Department's authority was being awaited for the establishment of one at Orakei. The visits in 1948 of Miss Helen Keller and Dr Earl Carlson, the paper read by Miss Saunders at the Sixth Science Congress in May, 1947,[1] and the addresses given by leading medical and educational authorities at the Speech Therapists' Conference held in Auckland in May, 1949 heightened public appreciation of the scope and value of speech therapy. By 1945 the Government had made a start with remedial classes for children who were finding difficulty with certain subjects, particularly reading, but at that time there was none under the Auckland Board. Mason noted an increase in the number of classes conducted in hospitals; there were 18 in 1944. On 3 December, 1944, Miss Alice Fenton, Auckland's first hospital teacher, died at the age of 49 years. The director of the Division of Tuberculosis in the Department of Health, early in 1949, thought that all teachers who either visited tuberculosis institutions or taught classes of pupils who were tuberculosis patients should be examined periodically. For the purposes of "The Tuberculosis Act, 1948" a teacher of a hospital class was deemed to be an employee of a Hospital Board and had to look to that Board for compensation under the Workers' Compensation Act. In April, 1949, the hospital classes and teachers under the Auckland Education Board were:—

---

[1] After April, 1943, when the Education Department took control of Government Youth Centres with full-time vocational guidance officers in control of each centre, and when the Cumulative Record Card was introduced, it was necessary for A. A. Kirk, district vocational guidance officer in Auckland, to submit to the Board a statement which explained the value of the card and showed that objections to it arose largely from a lack of knowledge of events in New Zealand's educational history. Just how uninformed some bodies were, was shown by the Auckland members of the N.Z. Housewives' Association who declared that a child's manner, social interests and the occupation of his parents were "irrelevant".

Auckland Hospital	..	Miss L. R. Rowley, Mrs E. H. D. Munro, Miss D. C. McGhie (on leave), Miss K. W. Lilley (relieving).
Green Lane Hospital (attached to Cornwall Park (school)	..	Mrs A. I. Maddox.
Waikato Hospital (attached to Hamilton West (school)	..	Mrs C. W. Morgan-Bond.
Kawakawa Hospital (attached to Kawakawa District High School)	..	Position vacant; no relieving teacher.

---

[1] See *Report of the Sixth Science Congress* (May, 1947), published as *Transactions of the Royal Society of New Zealand*, Vol. 77, Part 5.

Middlemore Hospital ..	Mrs M. F. Allport, Mrs G. B. Tresidder.
Rotorua Hospital (attached to Rotorua school) ..	Mrs P. Leach (from 24 May), Mrs B. W. Elder (relieving).
Whakatane Hospital (attached to Whakatane District High School) ..	Position vacant; no relieving teacher.

In January, 1942, the Wilson Home was evacuated and while some of the children were sent to their homes, 20 were taken to the Dingwall Orphanage in Papatoetoe and on 18 March the children were transferred again to the Onehunga Intermediate School in Symonds Street; the return to Takapuna, with its insufficient accommodation and lack of storage space, was made on 28 November. Miss Stone died in 1946; and at April, 1949, the teaching staff consisted of Miss D. V. M. Hampton, Mrs M. Calder and Miss J. Anderson. The Auckland Sunshine School closed at the beginning of 1942 when the roll numbered only 13. More health camps were established throughout New Zealand, however, and at May, 1948 there were camps at Campbell's Bay (under two relieving teachers) and Maunu, near Whangarei (Miss M. H. Dwen). In 1943 the Government attached visiting teachers to certain groups of schools to act as school social workers and to form a link between home and school in the case of problem children. In 1944 there were 10 of these social workers in New Zealand; in May, 1948, the Auckland Board's visiting teachers were Miss M. M. Heise (headquarters at Avondale Intermediate School), Miss E. I. Casley (Beresford Street), Miss G. Nairn (Hamilton West), Miss C. M. Rains (Kowhai Intermediate School) and Miss I. D. Earle (Onehunga).

Teachers continued to be "protected" by regulations on status, rights, salaries, classification and promotion. Trades teachers, working under the technical regulations, were given a rise in status in 1944; there was a general rise in the salaries of all State servants in the same year; with other State servants teachers were given an improved superannuation scheme;[1] in 1944 Mason set up a committee on grading under the chairmanship of B. N. T. Blake but unfortunately Blake died in January, 1946, just after retiring as senior inspector at Wanganui, and on 1 May, 1946, a consultative committee on teachers' salaries with the assistant director, McMurtrie, as its chairman, began its sittings.[2] The training of domestic science teachers at Dunedin and woodwork and metalwork teachers in Auckland were only two of the many changes taking place within the training colleges. The Auckland Board of Studies which should have met every term was a useless body. When its members met on 15 December, 1943, they confirmed the minutes of a meeting held on 5 December, 1939! And the Consultative Committee on the Training of Teachers was informed in June, 1949 that the Board had not met since January, 1944. The Auckland Board in 1945 brought under the notice of the Department the need for the services of more teachers who were qualified to take commercial subjects and suggested that a commercial course be established at the Training College but the Department expressed its opinion that such a move was not warranted in view of the many excellent outside facilities already available for this type of training. Highlights in the fortunes of the Auckland College were its return to its own buildings after war-time sojourns at the University College, and at the Normal and Mt Albert schools, post-war refresher courses, the founding of the hostels, Taranaki House and College (later Rae) House, the institution in August, 1949 of a special training course for students over the age of 21 years under the guidance of H. C. Becroft, and the General Election of November, 1946. Rae stood as a candidate for the new electorate of Parnell and defeated F. W. Schramm, former Labour member for Auckland East and Speaker in the last parliament. At this time there were 243 male and 322 female students at the College. When he resigned he looked back with pleasure on a rich experience in giving many teachers a start in their careers. He attended a Board meeting on 5 March, 1947, and was thanked for his services to education. His successor was Roy Andrews Dickie, aged 44 years, an M.A. with Honours in history and holder of Diplomas in Education and Social Science, with 27 years teaching experience, as probationer, Dunedin Training College student, sole charge teacher, assistant master, headmaster and inspector; at the time of his appointment Dickie was an inspector of schools in Wanganui. Another Training College resignation was that of Miss Bayne as Women's Warden on 3 July, 1949; she was succeeded by Miss M. G. Paterson.

---

[1] See "The Superannuation Amendment Act, 1945" — particularly Sections 15, 16 and 17 — and Part III of "The Superannuation Amendment Act, 1946" which were consolidated by "The Superannuation Act, 1947". See also the *New Zealand Education Gazette*, 1 February, 1947, 1 July, 1948 and 15 October, 1948.

[2] The grading of teachers during the 'forties was the subject of clause 16 of The Education Amending Regulations 1942 (serial number 1942/20), The Soldier Teachers Grading Adjustment Regulations 1946 (1946/128), The Grading of Primary-School Teachers Regulations 1947 (1947/42), The Education (Grading of Public-School Teachers) Regulations 1948 (1948/63) and The Education (Grading of Public-School Teachers) Regulations 1948, Amendment No. 1 (1950/144).

On several occasions during the middle 'forties the Board pointed out to the Department the serious staffing difficulties which were arising owing to the shortage of teachers for country schools and to its inability to fill relieving vacancies. It received a large number of resignations from women teachers, and for some time it was unable to secure applicants for assistantships carrying the salary of Grade A and higher in country schools; a similar position arose in large country towns and in Auckland City and suburban schools, where good assistantships were being obtained, in open competition, by probationary assistants of the previous year. The Board asked the Department to increase the quota for admission to the training colleges and to lower the educational qualifications for admission; it did not favour any curtailment of the training periods of probationary assistants and training college students. In August, 1947 there were, in the training colleges, 88 third-year specialists, 43 Division "C" students, 730 second-year students, 779 first-year students, 34 homecraft students and 23 men who were being trained as woodwork and metalwork instructors. The Department decided to increase training college admissions for 1948 and to accept the School Certificate as the minimum academic qualification. To tide over a difficult period at the end of 1947 the Department suggested to the Board that probationary teachers could act temporarily as relieving teachers and that selected training college students could fill the vacancies caused by probationers accepting relieving work. The number of primary and intermediate school pupils in the Auckland District was 75,258, compared with 57,931 in 1939, while the total number of teachers was 2386 compared with 2093 in 1939; in July, 1947, 183 primary and intermediate school positions were unfilled by permanent teachers, although 119 of those posts were occupied by temporary teachers. Pupils in district high schools under the Board's control had increased in eight years by 141 per cent., from 3086 to 7465; teachers numbered 259 compared with 126 at the earlier date, an increase of 105 per cent., and there were 29 positions unfilled by permanent teachers. During the war there had been an abnormal drift to Auckland Province from the south, resignations — especially of women teachers — had been heavy immediately after the war, and the raising of the school-leaving age had had an effect on intermediate and district high school rolls. The increase in rolls accentuated the lack of accommodation. The Board saw that the high rolls in the infant departments would affect the intermediate schools in about five years time and the post-primary schools in seven. The Auckland Headmasters' Association decided to co-operate fully with the Board in an effort to meet the grave situation, but at the same time, it was of the opinion that the real cure for teacher shortage lay in the raising of the teaching profession to an economic and a social status that would enable the Department to compete successfully in the labour market for the best type of youth seeking employment, the provision of suitable accommodation for teachers in country positions,[1] the opening of further facilities for the training of teachers, and the payment of the full salary rate as well as full superannuation to superannuitants who returned temporarily to the service.

Towards the end of 1947 the Government considered accommodating about 250 training college students and 120 university engineering students at the R.N.Z. Air Force Station at Ardmore, 3 miles from Papakura and 20 miles south-east of Auckland, and on 17 November the Board received a wire stating that the Government had approved in principle the use of Ardmore as an emergency teachers' training college and temporary school of engineering — ten years hence the college was still an "emergency" and the school of engineering was still in its "temporary" position. The Department asked for the Board's assistance and when the College opened on 8 March, 1948, Beeby congratulated the Board "on a splendid job". Ardmore was the only co-educational, residential training college in New Zealand and it was the only one not situated within a large centre of population. "Problems raised by housing and domestic matters, equipment, staffing, transport and accommodation," said Ball, "all called for intense effort. The major burden of the problems fell on the Auckland Education Board and its officers, who are to be congratulated on the expeditious way in which all the difficulties were overcome." McCombs officially opened the College on 27 April and a Dedication Service was held on Sunday, 2 May. The first principal of Ardmore was Thomas Wilson, M.A., Dip.Ed., a former inspector of schools in Canterbury, and among the early staff members were A. J. Campbell, vice-principal, who became principal of Papakura High School, E. P. Hill, who went to the South Auckland inspectorate by way of Afghanistan, Miss L. A. Golding, who went to the Otago School of Physical Education, A. R. Howie, who transferred to the Auckland Teachers' College, Ngarita Gordon, the librarian, R. W. Peacock, physical education instructor, E. Townsend, G. P. Ryan, R. Densem and P. Barclay. The initial makeshifts and inconveniences, dirty buildings, swampy and treeless grounds, cubicles, tents and caravans gradually improved as a hall, music rooms, gymnasium, sports grounds, woodwork room, science rooms, library, hostel, swimming pool, athletic track and professional buildings were constructed. Some of the amenities were secured by a Board decision, made in September, 1949, to make the College available to house the Empire Games athletes from 10 January to 20 February, 1950. Work was undertaken by the College domestic staff with the assistance of 59 students, who made beds, cleaned cubicles, acted as guards, manned fire-fighting equipment and supervised games equipment. The students who were not so employed remained in their home districts and engaged in teaching practice at local schools. The equipment and furnishings were treated with the greatest respect by the athletes. "The behaviour of the athletes," said Wilson, "was most satisfactory. The good conduct was due in the main to the fine standard of the body of athletes assembled, to the mixing of men and women in the same area, and to the high standard of accommodation supplied by the Board."

---

[1] Of the Board's 621 schools at August, 1946, 311 had residences for sole or head teachers; 31 were at Grade 2, 133 at Grade 3, 93 at Grade 4, 22 at Grade 5 and 32 at Grade 6 schools.

At a meeting on 16 June, 1948, the Board received a memorandum from the Department asking for suggestions to alleviate the shortage of teachers and it referred it to Nixon for a report. His report, dated 2 July, was presented to the Board on 7 July, when members resolved to forward it to the Department. But on 2 July, Nixon had received a departmental memorandum, dated 30 June, setting out proposals that had been approved and could be put into operation by Boards during the third term! Permanent teachers could volunteer to act temporarily as relieving teachers, probationary assistants who were regarded by the senior inspector as sufficiently trained could be used as relieving teachers in country schools, and married women and other ex-teachers — and training college students if they were required — could take the place of probationary assistants in particular localities. At the end of November there were 39 permanent teachers and 20 other teachers under the Auckland Board who were on leave, 4 Training College students and 12 probationary assistants were doing relieving work, and there were 79 other uncertificated teachers employed. To stimulate recruitment the Department issued an illustrated booklet for the perusal of pupils, inspectors visited schools and discussed the question of candidature with pupils, and the Board distributed informative circulars to suitable candidates who were sitting for the School Certificate examination. "The young people of today," said the Board, "should look to the future, and enter a profession which offers security and unlimited opportunities for the rank and file; where superannuation can relieve the minds of employees as to future retirement; where those who are sick are reasonably provided for; and where they can establish themselves as leading citizens carrying on a noble work." Teachers who were carrying on their noble work benefited under the detailed — 79 pages — Education (Salaries and Staffing) Regulations 1948 (serial number 1948/194) which were made by an Order in Council on 15 December, 1948 revoking The Teachers' Salaries Regulations 1938 and their amendments. A boy who was contemplating a career in a primary school could now look forward to receiving, when he was about 25 years of age, an annual salary slightly higher than the yearly wages of a tram conductor but not so high as those of a general hand in a factory which made sausage-casings.

In 1944 Mason called a Conference on Education "to get the opinions of a wide and representative range of people on the problems that lie on the borders of the school system proper". He did not want the delegates to discuss matters that were purely professional or administrative and he directed their thoughts to the relatively quiet subjects of adult education, pre-school education and youth services. There were many who thought that in the post-war period of expansion in education the system as it existed stood in urgent need of improvement. There were more important problems of public and national interest than pre-school education; there was, for instance, the need for a reduction in the size of classes and a more liberal staffing schedule, a comprehensive plan to eliminate out-of-date and unsuitable buildings was needed, modern equipment was required for changing methods of teaching, funds were required for the care of school grounds, heating, cleaning, sanitary services and for all that could be classed as the school environment, the country needed to be convinced that the raising of the school-age was a wise move and that adequate provisions had been made in the post-primary schools, not only for numbers but also for the wide range of abilities, the district high schools needed special consideration in the matters of staffing, building and boarding allowances, and teachers in rural areas still required accommodation. Of the many suggestions for discussion made by the organizations that were to take part in the conference, two were made so often that they were added to pre-school education, youth services, and adult education to complete the agenda; they were rural education and religion in education. To give those who attended the Conference a picture of the education system as it then existed Mason issued his *Education Today and Tomorrow*, an excellent review which McMurtrie helped considerably to prepare; he also hoped that it would increase the understanding of parents, teachers, taxpayers, and Board and Committee members and give them a rational basis for both praise and criticism.

At the Conference which met in Christchurch in October,[1] the Education Boards had only four representatives, W. V. Dyer and E. F. Hemingway of the North Island and S. Rice and S. Smith of the South. A resolution was passed asking the Minister to request the

---

[1] For a report on the Education Conference see the *New Zealand Education Gazette*, 1 December, 1944.

Council of Education to set up a consultative committee "to institute a survey of present cultural and educational facilities available for adults and to make whatever recommendations it may deem necessary". Early in 1945 Mason acted on this recommendation and the Council of Adult Education set up a committee with W. H. Cocker of Auckland as its chairman; it met first in May, 1945 and in July, 1946 presented its report.[1] As another result of the Conference Mason set up a Consultative Committee on Pre-School Education with C. L. Bailey, professor of Education at Victoria University College, as its chairman.[2] When the Auckland Board considered this report in April and May, 1947, opinions were evenly divided and its resolution to endorse the principal recommendations with the exception of the suggestion that local areas should be required to raise a percentage of the capital cost was made only on the casting vote of Hamilton. On the subject of religion in education the Conference considered that it had insufficient representative authority, and that there had not been sufficient growth of unity in the community for it to make any pronouncement or recommendation — a weak, uncertain, submissive utterance on a difficult problem. The Conference was of the opinion that there was no need for fundamental differences in the content of rural and urban education at the primary level up to Standard IV but that teachers should be trained to use methods and materials adopted from the whole environment. It recommended that increased attention should be given to the training of all teachers in the understanding of rural life, and it favoured the encouragement of third-year students specializing in association with the departments of rural education and sociology in the agricultural colleges. It realized that such inducements as adequate housing, a grading and salary scale that would make for stability of staffing, and provision for refresher courses would be necessary to make teachers stay long enough in a community to have a real influence; and it recommended that district high schools should be provided with adequate buildings, equipment, staff and finance, and that they should serve as community centres for those who needed their leisure-time organized. The Conference gave its opinion that all rural post-primary schools should be multi-purpose schools and that there was room in New Zealand for four or five residential post-primary schools with farms, staffed to develop specialized rural-life courses. It also suggested that city secondary and technical schools should continue to offer courses in rural life.

The Auckland Board was one of the bodies which had recommended that the Conference should consider agricultural problems in their relation to the education system and then suggest to the Government a general policy which would provide for more effective development of farm training in schools. Because of its extent the Board had always shown some concern for rural education. It had a particular interest in its own employees, the agricultural instructors; and as the controlling authority it was involved in events which arose from the conduct of agricultural classes at Seddon Memorial Technical College. In 1940 the agricultural branch of the Board had a staff of 5 instructors with headquarters at Kaikohe, Whangarei, Auckland, Hamilton and Tauranga, but by 1943 the number was reduced to 4 — R. B. Steele (Kaikohe) whose area comprised North Auckland as far south as Whangarei, J. H. Dennehy (Auckland) whose area extended from Whangarei to Auckland, W. Hudson (Auckland) whose area extended south from Auckland almost to Hamilton and included Thames and Tauranga, and W. M. Dill-Macky (Hamilton) whose area extended from Hamilton to Taumarunui. Instructors interpreted the syllabus, demonstrated methods, and supplied equipment to the primary schools; they fostered "vital" teaching programmes in nature study in the lower schools, and assisted in school garden work, in the planning of grounds and in making programmes of science teaching in Forms I and II. In the post-primary schools they demonstrated methods in the teaching of agriculture in rural courses and gave assistance in science instruction. However the report of the consultative committee on the teaching of nature study which was published in 1947, recommended the introduction of a syllabus so different from that of 1928 that the need for agricultural instructors was eliminated. As their positions became vacant they were replaced by nature study specialists trained to assist teachers with the new syllabus. For many years Seddon Memorial Technical College had conducted classes in agriculture but they did not flourish and 1945 was the last year during which they were held there.

---

[1] Council of Adult Education, *Further Education for Adults* (Wellington, 1947).

[2] *Pre-School Education* (Wellington, 1947).

In October, 1943 the Committee of the Dargaville District High School suggested to the Board that an agricultural course should be instituted at their school; a house was available as a hostel and the Northern Wairoa Experimental and Demonstration Farm Society would co-operate. Morrison, Smith and Shorland made a searching investigation, citizens' meetings were held in Dargaville, the *North Auckland Times* supported a scheme which had for its object the welfare of the Northern Wairoa, and the Minister of Rehabilitation, C. F. Skinner, was reported to be 100 per cent. behind the project. Different sub-provincial executives of the Farmers' Union, agricultural and pastoral associations, dairy companies and School Committees over a wide area supported the move for an agricultural high school in Northland; that it should be established in Dargaville was not the opinion of everyone consulted, and by mid-1944 the Dargaville scheme was shelved. On 17 May, 1946 the Department informed the Board by telegram that Cabinet had approved a grant of £30,960 for the establishment of a technical school at Kaikohe, using the hospital building on the outskirts of the town for a school and a hostel. While the Department called the new establishment the Kaikohe Technical School, the Board referred to it as an Agricultural High School; it was also named Kaikohe College and Northland Technical College by others. After it had received Departmental comments on a few of the 20 applicants for the position of principal, the Board, on 2 October, 1946, authorized the appointment of Ngata P. Pitcaithly, aged 39 years, who was then first assistant at Dannevirke High School. At that time Caradus called the school Kaikohe

Technical High School. In November, the Board decided that — subject to the approval of the Director of Education — the name would be Northland Agricultural and Technical College. After using the title Northland College during December, the Board, on 23 January, 1947, applied to the Director for approval to call the school either Northland Agricultural and Technical College or Northland Agricultural and Technical High School; in reply, the Department explained that where a district high school was disestablished and a post-primary school established, the school was to be called a high school, not a college; the Board, thereupon, informed the secretary of the Kaikohe post-primary School Committee that the name of the new school would probably be Northland Agricultural and Technical High School. In March, 1947 there were 128 boys and 92 girls in attendance at the school; 36 boys followed the course in agriculture and 57 were in the industrial (engineering and building construction) course. During the month Caradus informed the Board that the Minister had approved of the name Kaikohe Agricultural and Technical High School; "Northland" had been omitted because the Whangarei High School Board had objected to that name being used by an institution in Kaikohe when older schools were in existence in Whangarei. At the beginning of the following month Wild informed the Board that there had not been any recent correspondence on the matter of a name for the school! He then explained that the Department preferred the term "technical school" to "technical high school" as the former covered all activities of a school, both by day and in the evening, whereas the "technical high school" was only that part of the school which functioned by day! Such is the magic of a name. In the list of schools at which technical bursaries could be held, given in the *Education Gazette* of 1 May, 1947, the school appeared as Kaikohe Technical School and was listed under Agriculture only. Yet by September the Department referred to the school as Northland College and Pitcaithly believed himself to be the principal of Northland College (Agricultural and Technical). At March, 1948, the roll had risen to 181 boys and 125 girls and so inadequate was the accommodation already that Pitcaithly had been compelled to cancel the primary school manual class; 50 boys were in the agriculture course at that date. In the following month the school's colours were registered in accordance with the regulations published in the *New Zealand Gazette* on 12 August, 1915 and their amendments, and navy blue, crimson and gold became the colours of Northland College, Kaikohe.

Mason witnessed another review of some aspects of the education system when the Auckland Federation of Parent-Teacher Associations, the Headmasters' Association, the N.Z.E.I., the Assistant Masters' Association, the Women Teachers' Association, the Men Teachers' Guild, the New Education Fellowship, the School Committees' Association and the Education Board, sponsored an Education Conference, which was held in the Auckland Town Hall on Tuesday, 7 May, 1946. The Board authorized Fortune and Turbott to represent it. Altogether there were at the Conference about 200 delegates representing 114 organizations in some way interested in education. H. Binsted, representing the N.Z.E.I., spoke on the effects of overcrowding in the schoolrooms, and Robin Watson, president of the Headmasters' Association, addressed the gathering on the size of schools and the qualifications of teachers. G. K. Hamilton mentioned some of the problems which were then confronting educational authorities. "In many quarters," he said, "doubts are expressed concerning the efficiency of the children under the present system. Evidence has been produced to show that the standard of work is falling in some subjects. The general slackness which some people say has infected industry may have filtered down to the schools." A. T. Dow, speaking on behalf of the School Committees, said that in almost all cases the capitation allowance was barely sufficient to pay the wages of a cleaner and fuel bills. Other delegates supported him in his criticism of raffles, gambling and bottle drives as means to obtain finance for necessary maintenance and improvements. "Do you think," asked Miss Mansfield, "that the residue of Saturday night beer parties should be put aside to help equip our schools?" The Auckland Board felt that there was urgent need for a considerable increase in the amount of grants for incidental expenses of School Committees. It held the opinion that it was a function of the State to provide not only buildings, furniture, staffing and equipment, as prescribed by modern educational practice, but also sufficient funds for keeping all buildings scrupulously clean and warm, grounds in order, and playing fields in a serviceable condition. In addition water and sanitary services had to be provided and allowances had to be made for reasonable incidental expenses of School Committees. In order to maintain these essential services, School Committees were compelled to call on the parents and teachers for assistance. Although Committees and teachers worked well and parents gave generously, they resented the fact that the results of their labour went towards paying the caretakers' wages and maintaining the grounds in order instead of to meet the other needs which they were willing to supply. In spite of this assistance given, a survey of School Committee accounts revealed in many cases — particularly in schools of a higher grade — some considerable deficits. Miss Mansfield pointed out that millions of pounds had been found for war without question and she urged that public interest should be so awakened that a sufficient grant would be ensured for education. She was not impressed with public interest in education if the School Committee election could be taken as a criterion. In 1944 no meetings had been held at Tirohia, Tapuhi and Takanini because of bad weather; at Waiotehue a local wedding had been responsible for no one attending the householders' meeting; of the three individuals who had attended the Taurangaruru meeting only one had been willing to go on a Committee; the Pukeatua inhabitants "had absented themselves for fear of being persuaded on to the Committee". In cases where householders failed to elect Committees the Board appointed commissioners; in 1944, for example, S. S. Green, G. Venn and R. Wattam had performed all the duties by law assigned to a Committee at Donnelly's Crossing, Whakapara and Goodwood respectively. It was not only in rural districts that bad weather, deaths, marriages and a reluctance to give their time to serve on bodies with no professional, and very little administrative, authority affected householders' meetings. Attendances at the city and suburban meetings were often meagre; at Newton Central in 1948 only two people apart from the nominees attended. Elections always brought their crop of protests. In 1948 a Silverdale resident who, with commendable modesty, used the *nom de plume* "Seeking Knoledge", informed the Board, "The Headmaster of Silverdale School took a active part in the election of new committe in as much he actded as seretary for the meting and thought a teacher was not allowed to take an active part like that and that the meeting would be out of order if a teacher took such a part."[1] And a correspondent from Ngaroma summed up the outcome of many election meetings. "As a householder," he wrote, "I call for a another meeting as the meeting was rong from the start. Ones that got on the committee dont want to be on, and ones that was left out should be on." It was the "ones that got on" who elected the Education Board.

Mason saw the Auckland Conference agree unanimously to urge the Government to increase the educational grant for the purpose of providing a further reduction in the size of classes to a maximum of 30, sufficient qualified teachers to permit each class to have its own teacher, adequate modern educational equipment for each class, primary schools limited in size to about 500 pupils, sufficient capitation funds to enable School Committees to provide for the adequate care, cleaning, heating and maintenance of their schools and grounds, and playing grounds sufficient for the size of the school. He emphasized that reforms were not being held up because of finance. The difficulty, he said, lay in the limited supply of materials and man-power. Considered in relation to his numerous consultative and curriculum committees and those other educational developments which he claimed were due to Labour's enlightened policy, the Auckland Conference made Mason realize that there was — in the words of Wordsworth — "much done, and much designed, and more desired". In the following November the Labour Party went back as the Government for its fourth term.

Mason concluded his *Education Today and Tomorrow* with a chapter on administration. "The system of educational administration in New Zealand," he said, "is the resultant of historical forces, and it would be difficult to defend it on logical grounds." He thought, as other earlier administrators had thought, that a review of the whole administrative mechanism was desirable. "My personal belief," he said, "is that any changes in the administrative system should aim at producing conditions that allow of more local initiative and variety in the schools. 'Local control' and 'unification of control' have significance only in so far as they give freedom and encouragement to individuals or groups of individuals to find solutions to their professional problems that may differ from the solutions found in other parts of the country." According to Mason the policy of the Labour administration over the previous ten years had been to encourage local initiative. Although Board members may have failed to see that as clearly as the Minister they agreed with him when he added, "There is probably still room for further advances in this direction." He put to the Christchurch Conference a number of administrative questions which, however, formed no part of the agenda:— Is there need for unification of the control of primary, secondary, and technical schools? Would the unified Boards employ their own professional staffs? Should there be for each Board district a superintendent of education with authority over all schools in the district? Would he be a servant of the Board? Would the inspectors of primary schools be servants of the Boards or of the Education Department? Who should employ the secondary and technical inspectors? If the superintendents were to be servants of the Department, what real powers would the Boards have? If there is to be no local financing of education, and if all funds are to come through the Education Department, how is the Department to be prevented from imposing uniformity on the Boards through its control of finance? While Mason was Minister those administrative problems were not resolved and the Auckland Board continued its rather dull and pedestrian existence. Its chief executive officer was not such a personality as Rice, Crowe, Purdie or Dunlop; indeed, the impossible situation had arisen where the architect appeared to observers to have more voice than any other Board officer. Some of its members were too old and inactive to control education over a large area and because of the little actual power that Boards possessed, younger men felt no urge to seek election and the office of Board member appeared to be declining into a comfortable hobby for farmers or the superannuated. On 18 October, 1947, Terence H. McCombs succeeded Mason as Minister; but a few weeks before he took office the new position of Assistant Director (Administrative) was created and S. T. Barnett, assistant under-secretary of the Lands and Survey Department, was appointed to it. Within a few months he turned administrative darkness into light.

---

[1] The informer was supported by Clause 121 of the Board's By-laws which prescribed that teachers should not take part (except to vote if qualified as 'householders') at the election of members of School Committees.

CHAPTER 45

RESURGAM

When Barnett became assistant director of Education, he suggested to McCombs that the grants to Boards should be grouped or consolidated to produce order out of the existing chaos. Barnett saw that there was great need for uniformity in administrative practice and office organization; he thought that the Boards and the Department should be organized internally in similar ways so that they would discharge their business in the same way and knit together the various units engaged in the work of administration. A conference of secretaries of Education Boards and Departmental officers was held at the office of the Wellington Education Board on 28 and 29 September, 1948, under Barnett's chairmanship. It was followed on 30 September and 1 October by a Conference of the New Zealand Education Boards' Association, at which Auckland was represented by Hamilton, McCarroll, and R. H. Barker who took the place of Nixon. Barnett addressed the conference on the staffing and internal organization of Boards not only in his capacity as assistant director but also as stabilizer in connection with educational bodies. Stabilization, said Walter Nash, had always been a basic policy of the Labour Government in the endeavour to bring security against adversities, particularly of a financial type. "All the measures passed by Parliament since 1935," he said, "express in some form or another this conviction that finance can and should be made the servant of the economic policy of the Government and not its master."[1] The Price Stabilization Emergency Regulations 1939 which came into force on 1 September, 1939, froze the prices of all goods and services and permitted increases only with the authority of the Minister of Industries and Commerce.[2] The Control of Prices Emergency Regulations 1939 (Serial number 1939/275) were enacted on 20 December, 1939, and in pursuance of powers conferred on it by those regulations the Price Tribunal made a large number of Price Orders. In September, 1940, the Government called a conference of representatives of the Federation of Labour, major trades unions, and primary and secondary production; in October it approved the stabilization of prices and costs as a necessary war-time measure. The Economic Stabilization Emergency Regulations 1942 (Serial Number 1942/335) issued in December, 1942, established an Economic Stabilization Commission and a Director of Stabilization.[1] Part IV related to the stabilization of rates of remuneration and under these Regulations the Board frequently applied to the Wages Commissioner in Auckland for his approval of a rate of salary in excess of the basic rate of pay.

---

[1] W. Nash, *New Zealand* (Melbourne, 1944).

[2] See *The New Zealand Gazette Extraordinary*, 1 September, 1939.

Miller, the architect, in May, 1946, had no difficulty in showing why his salary should have been £1200 a year instead of £975. To cope with overcrowding at Point Chevalier and Avondale it was proposed to erect a new school building on a site acquired at Waterview. To relieve the pressure at Mount Albert, Gladstone and Owairaka, a new school was planned on a site owned by the Board in Alexis Avenue. The large housing scheme then under way on the south side of Mount Albert Road would need two further schools, one a primary school and the other an intermediate school. Another school was required on a site owned by the Board near the Dominion Road terminus to cope with that built-up area. Two additional rooms were being erected at Three Kings where there was overcrowding; it was hoped to build another school in the Hillsborough area. The Te Papapa school, where five temporary classrooms were being provided, was overcrowded, and authority to proceed with the necessary working drawings for a new school building on a site at Oranga had been received. It was anticipated that additional accommodation would be required at Meadowbank where a large housing scheme was under way. A tender for the erection of two additional classrooms at Kohimarama had been accepted. It was expected that a new school would be required on a site for this purpose on Bastion Point at Orakei. A new primary school was being erected at Otahuhu South to relieve the congestion at the overcrowded Otahuhu school, and authority to proceed with working drawings for additional accommodation at the Technical High School had been received. One of the most overcrowded schools was at Papatoetoe where the total roll was about 900; an application had been made to the Department for authority to establish a new school with six classrooms on a site adjacent to the station, to serve Papatoetoe West. An application had also been made for the establishment of an intermediate school on a site being acquired between Otahuhu and Papatoetoe. Additional classrooms were required at Belmont and Brown's Bay, and a contract had been let for additional rooms and remodelling at Campbell's Bay. A new site was being acquired for a proposed intermediate school at Belmont. A new wing had been added to the Epsom Girls' Grammar School and plans for a further block including an assembly hall had been completed. Additions had also been completed at the Thames High School. A block of four classrooms was also in hand for the Auckland Girls' Grammar School. Many of these schools had been relieved "temporarily" by the use of converted camp buildings. There were about seventy dental clinics that required extension and remodelling or complete new units. To the south of Auckland additional classrooms were being added to the Horotiu, Forest Lake, Hamilton East,

---

[1] See *Supplement to the New Zealand Gazette of Thursday, December 10, 1942,* 15 December, 1942.

Tauhei, Matangi, Taumarunui, Taupo and Whakatane schools. Additional accommodation was required at Hillcrest, Fairfield, Waitoa, Te Awamutu, Otorohanga, Te Kuiti, Matamata, Katikati, Tauranga, Edgecumbe, and Te Puke. Tenders had been received for a new school for Rotorua South and a new building was being provided for the secondary department at Putaruru. To the north of Auckland school buildings were nearing completion to cope with the unsatisfactory conditions at Warkworth, Kamo, Rawene and Kaitaia. Additions were required to the schools at Wellsford, Whau Valley, Moerewa, Ruawai, and at Dargaville where five new rooms were required for the secondary department. The Board had also been authorized to take measures to convert the military hospital at Kaikohe into suitable accommodation for a high school and hostel for pupils taking the agricultural course. Additional school accommodation was required to meet the increased birthrate as well as a general influx into the Auckland Province; additional accommodation was required also to meet the Government's policy of raising the school-leaving age and to cater for an increased staffing scale. New schools were needed to meet the needs of the housing development schemes; in Tamaki there were expected to be 7 primary, 2 intermediate and 2 secondary schools. The Board's architectural department undertook work involved in providing for the increased rolls at the grammar schools and high schools; on behalf of the Education Department it undertook all architectural services for Native schools and for such new institutions as the School for Deaf, and on behalf of the Health Department it undertook all services connected with the erection and maintenance of dental clinics.

When Nixon sought salary increases for the architects' department he applied also on behalf of Adams, Shorland, George, Hume, and R. F. Taylor. The income of the Board for 1942, when stabilization came into force, was £1,207,000 and the expenditure £1,204,000; in 1945 the figures were £1,799,000 and £1,813,138. The Board controlled nearly one-third of the primary schools of New Zealand. In 1943 the total roll number of Board schools was 72,721; the next Board in size, Canterbury, had a total roll of 32,653. The increase in the Board's activities was continuous, and, like other businesses, it emerged from the war years with arrears of work to be made good. The Government intended to reduce the size of school classes and increase the number of teachers and in pursuance of that policy about 150 extra positions had been created in the Board's District. Adams had been promoted to treasurer, a position formerly held by the secretary. Hume was transport officer in charge of a new sub-branch which dealt with the conveyance of children to school; the Board's expenditure on conveyance for 1945 was £125,000. Taylor was the officer in charge of a sub-branch which had been formed for the staffing of schools, appointment of teachers, and the payment of teachers' salaries which totalled considerably more than £1,000,000. The work of Shorland's manual and technical department had almost trebled since 1942; in April, 1946, Shorland had recommended to the Board that it appoint a male clerk and an organizing librarian. He required the librarian to arrange a bibliographical service for primary and post-primary schools, to locate sources of supply of books, pictures and films for all types of schools and the Training College, to manage the Board's film strip library, and to give advice on teaching aids. D. McLean secured the clerkship and Alban E. Rogers, assistant at Takapuna school, was appointed to the position of librarian. Books were purchased for school and class libraries in two main ways, annual Departmental grants and voluntary contributions. In 1946 the grant to primary schools totalled £2655; in secondary departments of district high schools the basis for calculation was £10 for each school plus 1/9 per pupil on the roll; in technical schools the basis was £10 for each school plus 2/- per pupil on the roll — at the time of Rogers' appointment that figure was under review. The Board made available a maximum subsidy of £5 on voluntary contributions raised for school libraries. Rogers' immediate aims were to ensure an adequate supply of books and library facilities for all schools under the Board's control, to provide information on the selection of books and library. technique to teacher-librarians, and to make his bibliographical service a clearing-house for information on all problems relating to school libraries. He also proposed to gather information on the supply of teaching aids and to consult all who were concerned with their use; some of the special types of teaching aids which seemed to him to call for immediate investigation were blank outline maps on which chalk could be used, rubber outlines of maps, facilities for duplicating material, pictures for reference, the music service to schools, the supply to schools of standardized testing materials, and the provision and maintenance of films.

Applications for salary increases continued into 1947. At the beginning of October, the Board received a circular from the Education Department approving of a general increase of £25 per annum in salaries of teachers and others in the employ of the Board, to take effect from 1 October. An extract from the circular[1] read:—

> The Department is advised that no increases are to be paid to staffs of Education Boards, other than teachers, until they have been specifically approved by the Economic Stabilization Commission. The Department should be advised of any decision as soon as possible so that, if necessary, the Education Board Grants Regulations 1946 may be amended.

The Board accordingly applied for the increase to each of its office employees, and at the end of the year the Board's salaries were as follows:—

GENERAL OFFICE

Secretary	£1,000
Treasurer	£975
Assistant Secretary	790
Chief Clerk	715
Transport Officer	635
Senior Staffing Officer	635
Chief Records Clerk	460 — 485
Senior Salaries Clerk	460 — 485
Senior Treasury Clerk	460 — 485
Clerk in charge of Relieving staff	375
Clerk in charge of computation of salaries	375
Clerk in charge of cheques, etc.	325
Telephone operator	275
Attendance Officer	355 — 420

---

[1] 1947/65 of 7 October, 1947.

ARCHITECT'S DEPARTMENT

Architect	£1,225	
Assistant Architect	800	
Building Inspector	740	
Senior draughtsmen (4)	545	
Draughtsmen (2)	441	
Draughtsman (1)	390	
1 Junior Draughtsman	337	
1 Cadet Draughtsman	205	+ 25
Clerk responsible for ordering material	375	
Foreman (1)	545	
Foremen (2)	490	

MANUAL AND TECHNICAL BRANCH

Supervisor	£790	
Librarian	485	
Officer next to supervisor	460	— 485
Senior storeman	399	
Storeman	386	
Storeman	300	
Matrons (2) (hostels)	275	(plus board)
Typewriter mechanic	425	
Caretaker	420	(approx. 50 hours a week)

The male clerks received an extra £25 and the Stabilization Commission approved a new scale for female typists and clerks:—

1st year	£150	5th year	£240
2nd year	165	6th year	265
3rd year	190	7th year	285
4th year	215	8th year	300

In 1947 there were 13 male clerks (Grade IV) in the general office, one in the architect's department, and one in the manual and technical branch; in the general office there were 11 typists and there were 2 in the architect's department and 4 in the manual and technical branch.

The Departmental circular of 7 October raised the ever-recurring problem of whether an Education Board was an agent of the Crown or not. The Wanganui Board, in particular, regarded the circular as "iniquitous". A Supreme Court judgment had been given in Auckland in April, 1928, by Judge Blair with respect to the contention that an Education Board functioned as an agent for the Crown.[1] The Court, after dealing with the constitution of Education Boards, had commented that their funds came from various sources, apart from Government grants; and His Honour had concluded that it did not follow that, because the Crown was, so to speak, *cestui que trust* of some Education Board property, the Board itself was the Crown. Until the passing of an amendment to "The Education Act, 1914" in 1934 it was held by the Supreme Court that an Education Board was not a Department of State, a servant or statutory agent of the Crown, or in *consimili casu,* and so was not entitled to the prerogatives of the Crown, including the prerogative of not being bound by a statute unless so provided in the statute. The 1934 amendment was made in consequence of the decision of the Supreme Court in *Christchurch City Corporation v. Canterbury Education Board* made towards the end of 1933, that the obligations created by the Heavy Motor Vehicles Regulations 1934 applied to an Education Board and to the heavy motor vehicles owned or used by it. Section 29 of "The Finance Act (No. 3), 1934" amended Section 24 of "The Education Act, 1914" by adding as a sub-section, "Every Board shall be deemed to be the agent of the Crown in respect of its property and the exercise of its functions, and shall be entitled accordingly to all the privileges which the Crown enjoys in respect of exemption from taxation and the payment of fees or charges, and from other obligations." By the middle 'forties some Boards were acting on their solicitors' opinions that they were exempt from stabilization regulations; but the Director of Stabilization had advised the Audit Department that in his opinion Boards were not exempt. The Audit Department had not "tagged" balance sheets because of lack of approval by the Stabilization Committee; but by its circular of 7 October, 1947, the Department had refused to increase Boards' grants to cover the general increase of £25 unless they obtained stabilization approval. Even the Government which was exempt by Statute appeared to consult the Stabilization Committee before it approved salary increases. In January, 1948, the Wellington Education Board was charged with having committed an offence against Regulation 34 of the Economic Stabilization Emergency Regulations 1942 (reprint 1944/36) by paying its secretary, Deavoll, a sum that was irrecoverable by virtue of Part IV of the Regulations which referred to the stabilization of rates of remuneration. On 15 December, 1942, when the Regulations had come into force, Deavoll's salary had been £800 a year, plus £26 per annum bonus; his salary was raised by the Board to £950 on 1 January, 1947. The informant in this case was C. B. Rawlins, inspector of factories of Wellington. The case was heard before J. S. Hanna, Stipendiary Magistrate, who took the view that the language of the 1934 amendment was too intractable to admit of construction that it referred only to exemption from taxation and the payment of fees and charges and from other obligations of a like nature and that to have applied the *ejusdem generis* rule would have been to push that rule too far; he decided that the Board was not bound by the Regulations and dismissed the Information. On 9 February, Deavoll wired the Auckland Board that judgment had been given in favour of his Board; accordingly, the Board sent its congratulations to Deavoll. But the inspector of factories appealed on a point of law against the magistrate's decision and after a hearing in the Supreme Court on 2 June, Mr Justice Gresson gave his reserved judgment on 3 August in favour of the appellant. He found great difficulty in coming to a satisfactory conclusion as to the construction of Section 29 of "The Finance Act (No. 3), 1934". He divided the section into two operative parts, the first of which stated that every Board "shall be deemed to be the agent of the Crown in respect of its property and the exercise of its functions". If the section had been limited to those words every Board would have been entitled to the privileges enjoyed by the Crown without any specific mention of them. The second part of the section read, "Shall be entitled accordingly to all the privileges which the Crown enjoys in respect of exemption from taxation, and the payment of fees and charges, and from other obligations." The enjoyment of the privileges enjoyed by the Crown which were specified in that latter part of the section could have been conferred upon each Board by the limiting of the enactment to it and omitting the word "accordingly". Two questions presented themselves:— First, if the section were to have had wide application what was the purpose of the second part? And second, if the section were to have had limited application what was the purpose of the first part? If the statute had been limited either to the earlier part or to the latter part no difficulties would have arisen. The difficulty was created, said Gresson, in the combination in one section of those two operative clauses. He resolved it — not very satisfactorily, he admitted — by determining what was the dominating purpose of the amendment. He thought that the expression "shall be deemed to be the agent of the Crown" meant so far as was necessary to effectuate the purpose of the section and no further. In his opinion, the second part of the section compelled such a construction as the only way of giving effect to the express enumeration of certain exemptions. He thought that the general words "and from other obligations" were to be construed *ejusdem generis* with those that preceded. Only one genus — taxation, fees, charges, and "other obligations" — was being dealt with, and although the word "obligation" had acquired a wide meaning, its original meaning was a bond containing a penalty with a condition for payment of money. Gresson further pointed out that it was a rule of construction that when there were particular words followed by general words, those general words did not refer to subjects of a different class from the preceding words. He said that to construe an exemption from "other obligations" following upon exemption from taxation and the payment of fees and charges as conferring upon each Education Board the same immunity which the Crown enjoyed from being affected by legislation unless therein provided, was to give it an unjustifiably wide construction. "In my opinion," said Gresson, "the purposes of this section, though constituting each Education Board in respect of its property and the performance of its functions, an agent of the Crown, was to exempt each Education Board, in relation to its property and exercise of its functions, from payment of taxation, fees, charges and similar obligations."

---

[1] The sole question in the case where John McCallum, a sawmiller, appeared as the plaintiff, and Sagar and Lusty, builders, and the Education Board of the District of Auckland, as defendants, was whether "The Wages Protection and Contractors Liens Act, 1908" was binding upon the Education Board.

When Barnett addressed the Boards' Conference in 1948 he reminded the delegates that because of the Court's decision, the Boards' officers were subject to stabilization and he reminded them, too, that since 25 August he had been stabilizer in connection with educational bodies. In that capacity his duty was to settle a classification and establishment scheme for the staffs under the Boards' jurisdiction. He criticized the obvious and complete state of disorder in the Boards' service on the matter of salaries. There was nothing which looked like a national or a rational classification scheme. In determining the value of a position Barnett considered what was required of the man exercising the job; he then noted the experience and qualifications the man brought to bear in the successful discharge of the job; and finally, he took into consideration what responsibility the man had and what authority was given him by the Board to enable him to discharge his full responsibility.

Not only was there no comparable standard of salaries fixed as between Boards but also there was no comparable distribution of duties. Since his appointment as assistant director he had not failed to see in the Boards a great deal of building the job round the man rather than requiring the man to discharge the job. He was determined to eradicate all curious anomalies that had developed. There could be only one officer under the Board, he said, who was responsible for all the Board's activities. This was the secretary who should co-ordinate all the activities of the Board; he was, too, an officer of the Board and not merely a secretary. In the interests of good staff management and control Barnett advised his listeners that the secretary should be left to run his staff with a minimum of interference on the part of the Board. He had been amazed and dismayed at the minimum quantum of delegation of authority and responsibility given in some instances by Boards to their chief executive officers. He had been surprised, too, to learn that there were no uniform conditions of employment adopted by Boards for their staffs.

At the Board's own request Barnett superintended a review of its organization and on 13 October, 1948, he submitted his recommendations. Because the Board showed insufficient trust in its highly paid officials, Barnett suggested that it should reconsider the degree of authority that should be reposed in its chief executive officer and decide what financial authority he should be given and the classes of work that he should finally dispose of, subject to formal confirmation by the Board. The Board, said Barnett, should concern itself with broad policy and principle, and leave the administration of that policy to its officials. He did not amplify what he meant by the "broad policy and principle" with which he supposed the Board could concern itself. The primary principle underlying large organizations, that all the functions should be united at the top and at subordinate levels, was violated in the Board's business; co-ordination did not take place within its office. The chairman performed that function himself and was virtually an unpaid general manager. Thus it was impossible for the work of the Board to be done unless the chairman had plenty of time and had the experience and capability for that class of work. Barnett recommended that the position of secretary be declared vacant and that the office of secretary and general manager be advertised. "This officer," he said, "should, under the general direction of the Board, be made responsible for the management of all the Board's business, the co-ordination of all its functions, and the control of the staff." Barnett also reviewed the building division, the office system and methods of work, staff training, transport, and conditions of service, and advised the Board to settle upon a general plan of staff organization, to decide on changes in office system, improvements and accommodation, to set a timetable for those changes and improvements in consultation with the chief-executive officer, and to direct that regular monthly progress reports be made to it. At a special meeting on 15 December, 1948, the Board appointed George H. Shorland secretary and general manager from 1 January, 1949. Forty-five years of age, Shorland had been in the service of the Board for 30 years, including 8 as senior clerk of the manual and technical branch and 7 as its supervisor. Nixon was retained in an advisory capacity and attended to routine matters while Shorland concentrated on the business of re-organization.

Important administrative adjustments were made during 1949 by means of Orders in Council. On 3 August, The Education Board Grants Regulations 1949 (1949/102) and The Post-Primary School Grants Regulations 1949 (1949/103) were enacted. Although the Board Grants Regulations were amended from time to time they formed the basis of the method by which grants continued to be made to Education Boards. The year which ended on 31 January, 1951, was the first complete year under the Education Board Grants Regulations 1949. During 1950 the Board made representations to the Department to revise the provisions of those regulations so that funds available for the various purposes would be in keeping with requirements and future needs.[1] Cash receipts from all sources for the year amounted to £3,920,399 as against an expenditure of £3,857,803.[2] The principal items of expenditure were general administration (£69,658), school equipment (£142,913), primary and intermediate schools' incidentals (£68,375), teachers' salaries (£1,844,297), conveyance and board (£294,220), maintenance of buildings (£118,107), and new buildings (£804,945).

Departmental and Board administration was also put in order by "The Education Amendment Act, 1949", the last Labour amendment of the 1914 Act. It made provision for the issue of regulations prescribing the conditions of employment, the conditions on which leave of absence could be granted, and the scales of salaries, the rates of overtime, and the travelling, meal, and other allowances and expenses payable, in respect of persons employed by an Education Board whose conditions of employment were not fixed by any award, industrial agreement or apprenticeship order. The Act made some changes in the accounting year; the Board was now required to balance its accounts for each year ending on the 31st day of January. The general fund of the Board was stated to consist of grants from the public funds not allocated to any special purpose, and of any other moneys which the Board might receive which were not required to be allocated to a special fund.[3] Section 33 (6) of the 1914 Act relating to special funds had been amended by Section 9 of "The Statute Law Amendment Act, 1917" which, in its turn had been altered by Section 17 of "The Education Amendment Act, 1948"; the 1949 Amendment Act substituted the following clause:—

> In particular, the moneys granted out of the public funds or otherwise made available for the maintenance and repair of schools and of teachers' residences (including the repair and renewal of outbuildings, furniture, and fences, and also including alterations and small additions to buildings, and other similar purposes), and for the maintenance of the Board's offices and workshops, and for the rent of school buildings or sites of school buildings, and for the maintenance of school grounds shall form one special fund, to be called the maintenance fund; and the moneys received for the rebuilding of worn-out schools, or schools destroyed by fire, and for the replacement of school classrooms, and from grants out of the public funds, donations, or otherwise for the building of new schools or residences, or for providing accommodation for an increased number of pupils, or for similar purposes shall form another special fund, to be called the building fund.

[1] The maintenance grant was increased at 1 February, 1951 from 1/- to 1/2 per square foot.

[2] The corresponding figures for the 13 months which ended on 31 January, 1950 were £3,886,544 and £3,584,901.

[3] This Section — 5 (1) — amended Section 33 (2) of the 1914 Act.

Section 41 (2) of the 1914 Act relating to the number of members on School Committees was amended slightly; the number was now based on "the average daily roll number at the school or schools in the school district for the first four weeks of the third term of the year immediately preceding the year in which any biennial meeting of householders is held".

The first major step taken by Shorland in his programme of re-organization was the presentation, in March, 1950, of a detailed report which he believed would provide the basis on which the Board could build "an administrative organization suited to meet both the quantitative and qualitative changes" which were taking place in the education system. "Generally," said Shorland, "the administration should strive to be a step ahead of educational developments and needs — not a step behind as it has been largely in the past." On 2 June, 1950, he addressed the Headmasters' Association on the administrative changes. "One of the main ideals of the new administrative system," he said in conclusion, "is to assist teachers and enable them to carry out under congenial conditions the professional side of education. In fact professional and administrative matters are interdependent." He felt that his own position as secretary-manager was to deal with policy matters and to delegate work to branch officers in their respective spheres. Another important phase of his work was to secure an harmonious relationship between the general public, School Committees and the Education Board so that they might work with one aim, the welfare of the child. As a means of securing this co-operation he sent copies of the revised By-laws of the Board and particulars of the Board's administrative organization to head teachers, School Committees, branches and area offices, and the training colleges. In asking for their goodwill he explained that the whole problem of services and supplies was not only a matter which depended upon the Board's administrative ability, but it was also dependent upon such economic factors as the availability of labour and materials and finance. Education Boards, he said, were dependent upon the Government for finance and it was obvious therefore that an Education Board could not do more than that which could be done with the resources provided by the Government.

Some of the many appointments made by the Board during the initial stages of re-organization were H. V. Mountfort as liaison officer, H. C. Adams as assistant-manager, J. K. Hume as divisional officer (services), A. J. Gilbertson as assistant transport officer, W. J. Bedford as assistant architect, S. Sayers from the Public Trust Office in Christchurch as works superintendent, H. P. T. Willis as chief clerk and Malcolm J. B. Sommerville of the Auckland office of the State Advances Corporation as senior records clerk;[1] when Willis became transport officer E. W. A. Drake of the Auckland office of the Rehabilitation Department took over the duties of chief clerk under the guidance of Nixon; he resigned soon afterwards and Sommerville became chief clerk at the end of November, 1950. A number of Departmental changes took place in the last years of the decade. The senior officers of the Education Department during most of the 'forties were Beeby (director), McMurtrie (assistant director), Renyard (superintendent of technical education), Overton (chief inspector of primary schools), and Caradus (chief inspector of secondary schools); when A. J. H. Benge, ex-student of Auckland Grammar School, retired in 1942 as secretary, he was succeeded by A. E. McKinnon, who had been educated at the Whangarei public and high schools. Miss J. I. Hetherington, who had been appointed the first Departmental woman inspector of secondary schools in 1926, retired at the end of 1942; born at Thames, she had been educated at Thames High School and Prince Albert College. In 1948 D. G. Ball succeeded Overton and Caradus's position was filled by G. V. Wild. Among the many inspectors who made Auckland their headquarters during the 'forties were F. M. Peake, K. I. Robertson, R. W. D. Maxwell, S. M. Mills, S. C. Gibb, K. O'Halloran, W. H. Scott, F. M. O'Donoghue and Campbell Boyle who succeeded A. F. D. East as assistant senior inspector in April, 1947. On 1 April, 1948, a branch office of the Department was established at Newmarket to carry out the administrative part of the Department's work in the Auckland District; this office took over the control of the Maori schools throughout the Dominion. To lessen the quantity of supervisory work to be performed by senior professional officers in Wellington, and to co-ordinate more effectively the Department's work in Auckland, the position of superintendent of education was created and F. C. Lopdell was appointed to it.

---

[1] Sommerville was a grandson of that colourful, Orcadian trainer of teachers, William Malcolm; another grandson, W. J. V. Malcolm became headmaster of Glendowie school in 1952.

The work of the Newmarket or Auckland office was carried out within the framework of national policy and while there were frequent consultations between senior professional and administrative officers in Wellington and Auckland there was little duplication and the Department benefited by its partial transfer to Auckland where about one-third of the Dominion's educational business was transacted. Although the transfer was made when the Board was in bad health no suggestion was made by the Department that it should take over the Board's work. While there was present in Auckland all the machinery for a closer relation between Board and Department, there was more than an element of distrust. On the one hand, the Auckland office of the Department objecting to any imputation that it was a mere "post office" without any independent authority, justified its existence by arguments that were familiar to generations of Board members — the ability to employ staff with a knowledge of local problems, speed in carrying out routine business, and better planning. On the other hand, the Auckland Board did not look upon the Departmental office as being above suspicion. Wellingtonians could see in the Board's reactions an example of the melancholia which characterized — often with good reason — Auckland's view of the capital city. Responsible supporters of the Board's authority never failed to discover evidence of duplication nor did they cease to be irritated by Governmental examinations. This uneasiness of mind can be explained, partly at any rate, by comparing the Departmental establishment in Auckland with the Board's organization. The Newmarket office comprised the professional and the administrative divisions. Not only were its officers concerned with accounts and stores, staff and records, buildings, school services, teachers and superannuation but it was also the headquarters of the specialist teachers of art and physical education, the supervisor of special classes for handicapped children, and the inspectors of primary, Maori and post-primary schools. Except for occasional visits from the senior inspector, the Board in Wellesley Street was kept out of constant touch with the professional side of education. In the task of education, administrators, architects and the professional "educators" must collaborate. Specialist teaching and the development of subject rooms, the size of schools, the storage of pupils' belongings, individual and group work, the organization of schools to overcome the psychological difficulties of grading children, formal and informal teaching, assembly and dining halls, and the provision for the use of visual aids in schools are some of the many educational subjects on which it is impossible to divide the administrative from the professional.

The long rule of Fraser's Labour ministry ended at the General Election in November, 1949, and on 13 December he was succeeded as Prime Minister by S. G. Holland. The new Minister of Education was R. M. Algie (Remuera). At the beginning of the following year Ball became assistant director (professional) in place of McMurtrie,[1] Lopdell was appointed chief inspector of primary schools, H. Henderson followed him as superintendent in Auckland, and C. G. S. Ellis of Auckland succeeded Barnett as assistant-director (administrative). When Algie took over the portfolio of Education the academic year had virtually come to an end and the financial year was drawing to its close, but he was faced immediately with the tasks of accelerating the rate of building classrooms and new schools to keep pace with the rapidly rising school rolls, supplying teachers, and providing finance to cover the steeply rising costs of education to the State. To cope with the large building programme Departmental and Board architects applied themselves to the designing of a basic plan and building code for primary schools. During the year Algie presented a white paper entitled *School Population Estimates for the Years 1950-60* for the purpose of making known certain vital facts to all who were concerned, as legislators, administrators, parents, teachers, or employers, with the schooling of the children of New Zealand during the following decade. The number of full-time pupils on all school rolls had remained at about 280,000 from 1930 to 1943 but between 1943 and 1950 the number rose to 348,000. It was estimated that by 1955 the number would increase to 435,000 and by 1960 to 480,000. The investigation revealed an overall trend for the population to drift from the south to the north and the rapid growth of new communities on the fringes of cities and large boroughs. The Dominion public and private primary school enrolments in 1929, 1939 and 1949 were 252,712, 245,385 and 291,448 respectively and it was expected that in 1951 and 1953 the numbers would be 315,600 and 351,500; the Auckland figures were 74,046 (1929), 75,846 (1939), 97,416 (1949), 106,000 (1951) and 120,750 (1953). Converting those figures to index numbers, on the basis that the 1929 figure in each district equalled 100, the estimated public and private primary school enrolment index numbers for the Dominion in 1951 and 1953 were given as 123 and 137; for the Auckland Education Board District the numbers were 141 and 160.[1] At the end of 1950 the roll numbers in the Auckland District were as follows:—

---

[1] McMurtrie died at Lower Hutt on 1 December, 1956.

	Boys	Girls	Total
Primary schools	45,664	42,503	88,167
Intermediate schools and departments	2,412	2,342	4,754
District high schools and post-primary schools	3,778	3,659	7,437
	51,854	48,504	100,358

A total of 19,670 pupils received manual or technical instruction in 52 centres under the control of the Board. At the end of 1950 there were 587 schools — 536 primary, 6 intermediate, 35 district high, and 10 post-primary schools. New primary schools were opened at Laingholm and Pakuranga Health Camp and primary schools were also established at Morrinsville, Dargaville and Whakatane as a result of the change in the secondary departments to full post-primary school status. The erection of the school at Laingholm arose partly out of a combination of transport and accommodation difficulties in the Titirangi area; moreover, the Titirangi parents were not so convinced of the pedagogical advantages that were claimed for intermediate schooling that they wished to continue sending their children in overcrowded buses to the Avondale Intermediate School. The Titirangi Committee, with a thoroughness of organization seldom, if ever, equalled by a School Committee, conducted an investigation and presented its case to a large and enthusiastic meeting of householders on 19 May, 1948; facts and figures, lantern slides, and the resistless eloquence of J. M. Odlin, C. L. Allen, H. Atkinson and J. McKail Geddes persuaded Merrington, McCarroll and Smith who attended the meeting that the people who chose to live in that hilly area and endure its bad roads and wayward bus service had genuine reasons for dissatisfaction. The outcome was the establishment of the school at Laingholm, the enlargement of the Titirangi school, and the return of Standards V and VI. While there were 6 separate intermediate schools in the Board's District new departments established at Dargaville and Morrinsville made the total number of departments attached to post-primary schools seven. District high schools at Dargaville, Morrinsville and Whakatane were closed and one at Waimamaku opened. The Auckland Board schools that were completed or were nearing completion at the end of 1950 were Wesley, Hillsborough, Tamaki No. 1 and Tauranga South while new schools were also being built at Silverdale, Kihikihi and Tauhoa; home-life and workshop blocks were completed at Te Awamutu College and Morrinsville College and a start was made to convert the old Kaeo school building into a boys' and girls' manual centre. On the matter of acquiring sites the Board received a Departmental ruling based on a Cabinet decision that all new sites or additions where the sum involved exceeded £200 would be purchased through the land purchasing officers of the Ministry of Works and on purchase would be vested in the Crown and held on behalf of the Board. Planning surveys were made in Rotorua, Tauranga, Manurewa, Campbell's Bay-Long Bay, Whangarei, Thames, Hamilton, Te Aroha, Warkworth and Putaruru. During his first year Algie did not clarify his future policy on intermediate schools and the Board assumed in its planning that these would continue and approval was received to proceed with the establishment of intermediate schools at Otara, Wesley, Mount Roskill and Remuera. During the year the programme of the Board's maintenance branch was severely curtailed owing to shortage of funds. Increases in the cost of materials and labour were substantial and it was obvious to the Board that the allowance of 1/- per square foot of floor area was inadequate. The establishment of area offices at Tauranga (F. A. Harvey), Hamilton (C. E. Morris) and Whangarei (R. S. Guthrie) brought better maintenance service in those areas. Because of the extensive building programme ahead it was seen that an additional supervisor was required to work from Hamilton or Auckland and cover the area around Paeroa and Coromandel. During 1950, 186 prefabricated classrooms were erected. Various contractors were engaged for the work of erection but the interior and exterior wall sheathing and finishing timbers were prepared and cut to size in the Board's Workshop in Halsey Street by a staff of three. D. Gurney, who succeeded C. S. Sanders as workshop manager, reorganized this branch of the Board's activities by cleaning out the tremendous accumulation of materials and rubbish, and by transferring most of the stock, apart from timber, to the Halsey Street store and holding only working stocks at the dilapidated Mortimer Pass buildings.

---

[1] Index numbers for 1951 and 1953 showing the rate of increase in enrolments in other districts were, Taranaki 112 and 122, Wanganui 117 and 135, Hawkes Bay 118 and 133, Wellington 129 and 142, Nelson 112 and 120, Canterbury 107 and 118, Otago 102 and 107, and Southland 100 and 108.

During Algie's first year as Minister, Parliament passed "The Education Amendment Act, 1950" and "The Education Lands Amendment Act, 1950". By the former, those School Committeemen who were then in office had their term extended to three years; the biennial meetings of householders resumed in 1953, on a day between the second Wednesday in April and the first Wednesday in May. The latter added to "The Education Lands Act, 1949" which had consolidated and amended certain enactments relating to land held for educational purposes; under these Acts, land formerly held by the Auckland Grammar School ceased to be high school reserves and was vested in the Crown. The Economic Stabilization Regulations 1950 (1950/52), enacted on 5 April, abolished the control of maximum rates of remuneration. The Minister of Labour, William Sullivan, said that this would restore freedom to give and receive greater rewards when they were earned. It would, he explained, remove an injustice that local body employees and others of that type had been suffering as a result of a scrupulous observance of the regulations while other sections of the community, employers and employees alike, had in the vast majority of cases conveniently ignored them. During the year primer classes were provided with a new set of basic readers and parents were soon familiar with two children named Janet and John, a committee of the University Senate reported that it could find no ill-effects from the introduction of accrediting, and the Council of Auckland University College was invited to proceed with the general plan of developing its site at Tamaki. Headmasters of post-primary schools were now compelled to introduce a foreign language into their pre-School-Certificate courses just in case a student should require to go to a particular university college which had succumbed to the grossly exaggerated academic claims made for a bare pass in Stage I of a language. District high schools, many of which had been unable to provide the teaching strength necessary for the three subjects demanded for the University Entrance Examination, now had their burden enlarged when the University increased the number of subjects required of candidates to four, of which English was to be compulsory. Algie did not forget the School Committees during his first year, and in 1950 £17,881 was granted by way of subsidies, not including those subsidies on the erection of swimming baths. In December, 1947, McCombs had announced the reinstatement of a subsidy on money raised by School Committees for certain types of equipment. The subsidy then was £1 for each £1 on sums of not less than £10; this arrangement applied only to primary, not to post-primary, schools. The Department assisted Committees to obtain books for school use, infant apparatus, playground equipment, typewriters for administrative work, pianos, gramophones, sewing machines, film strip projectors, movie film projectors and radio sets. Parents, ever-willing and sometimes too susceptible, gave their money, taking for granted that all teachers knew how to use this "mass media" both mechanically and pedagogically. From December the sum was reduced from £10 to £5. During 1948 duplicators and lawn mowers and vacuum cleaners were added to the list. And so, as the years passed, parents subscribed to funds which were used to procure expensive pieces of didactic apparatus which were suddenly discovered to be essential to the promotion of sound learning!

On 12 December, Peter Fraser died. "With his passing," said Algie, "New Zealand has lost one of her greatest men and one of her greatest Ministers of Education. I can see continually the influence of his work. Indeed, he has left his mark in every school. New Zealand, and especially the New Zealand education system, is the richer for his service."

CHAPTER 46

AMPUTATION WITHOUT ANAESTHETIC

After the biennial election on 16 July, 1952, the members of the Auckland Education Board were Mrs D. M. George, Mrs F. I. McBride, K. J. H. Cohen, M. F. Constable, I. J. Day (chairman), H. M. Diggle, I. A. Purdie, D. W. Rutledge, F. A. C. Upton and A. Gear representing the Auckland Urban Area,[1] J. D. Edgecombe and J. M. McWhannell representing the Hamilton Urban Area, and D. McCarroll and R. J. Weston representing the Whangarei Urban Area; the rural members were S. M. May and R. M. Barclay of the North Ward, O. P. Liddell and A. Bell of the East Ward and W. I. Bowyer and A. Hollinshead of the West Ward. Turbott, Patterson and Bowman relinquished their seats on the Board. Because of ill-health Turbott had tendered his resignation at the beginning of January, 1952; it was accepted in March, and he was given leave to the July elections. He had completed 50 valuable years in the service of education. Patterson had served as a member of the West Ward for 22 years; Bowman, a former teacher, elected in 1946, was compelled to retire because of ill-health. A new division of the Board's rural area was made after 1 November, 1952 when the new South Auckland Education District was constituted.

A division of the Auckland Education District had been advocated at many times in the past; in more recent years the Atmore Report and the Education Amendment Bill of 1937 had proposed that Auckland should be divided into three. To the north and to the south of Auckland there were interests clamouring for separate Boards and it was not always clear whether their actions were prompted by a deep interest in education or by high-blown local pride. In 1936, H. Crawford, managing director of the Northern Publishing Co. in Whangarei was advocating a separate Board for Northland; his views were supported by the local Chambers of Commerce and the local School Committees. After McCarroll was elected to the Board he attempted at different Board meetings to convince his fellow members that a separate Board should be formed for Northland. His actions were not confined to the council table and by his indiscreet disclosures of Board business to the sensational press he succeeded in embarrassing the Auckland Board. McCarroll's southern counterpart was McWhannell. Elected to the Board in 1944 his main aim was to divide it. He claimed that because of the area of the Auckland District there was a lack of contact between

---

[1] Section 8 of "The Statutes Amendment Act, 1951", by amending Section 2 of "The Education Act, 1914", defined the term "urban area" as "a borough or group of adjoining boroughs the total population of which according to the last preceding census is over 15,000 . . .". This was repealed in 1953 by Section 5 of the Education Amendment Act.

Board members and the schools they represented; he said that payments of contractors were slow and that the architectural services were limited. His last observation, made in the years immediately after the war, could have applied to the whole Dominion; not all educational administrators were unaware of the shortages of labour and materials and the accumulation of maintenance work because of the war. McWhannell should have known that because of the phenomenal growth in school population in the Auckland Province the Board had had to resort to the erection of more prefabricated buildings than any other Board and that the maintenance of those buildings was out of all proportion to ordinary maintenance. He should have known, too, that criticism of the quantity of buildings was a criticism not of the Board, nor even of the Department, but of Treasury. McWhannell was supported by G. S. Russell, the energetic president of the South Auckland Federation of Parent-Teacher Associations, who was largely instrumental in arousing public opinion; in 1946 he contended that the Auckland District was too large, it controlled one-third of the schools, teachers and children in the national system, and its centre was remote from country districts. The South Auckland Parent-Teacher Federation became the medium through which teachers publicly criticized their employing Board. The tactics of the Hamiltonian educational administrators were to attack the Auckland organization in general terms and by implication show that their growing centre was the obvious choice for a new Board; the method was one which appealed to the business interests in Hamilton. With excessive naïveté the *Waikato Times* (3 June, 1948) declared, "The Waikato and contiguous districts seek only the advancement of the cause of education." The arguments advanced by Hamilton could just as convincingly have been put forward by Rotorua and the Bay of Plenty; indeed, although McWhannell and Russell were so keen on a Board being in close touch with the schools of its District, the Bay of Plenty schools might just as well have remained with the Auckland Board. The sweeping statements made by interested parties that the Auckland Board was too large and therefore could not maintain a close contact with all districts ignored the fact that the real vehicle for the expression of public opinion within a school district was the School Committee which had direct access to the Board without the necessity of first approaching the ward member. In June, 1948, McCombs met a representative gathering in Hamilton and heard more advantages that were to be gained by dividing Auckland. There would be a reduction of travelling for Board members, there would be better local control, and a division would be a good opportunity to unify the control of primary and post-primary education; inspectors would know the schools and teachers better, and there would be greater efficiency in over-all administration. A great deal of loose talk and vague generalities revolved around the word "efficiency". Persons who did not understand or appreciate the powers and responsibilities of an Education Board were persuaded that greater efficiency would be obtained simply by the creation of smaller Boards. It was, of course, a possibility; whatever the actual size, whether in area or in population, the successful administration of a Board depended on the personal qualities of its chief officers, their ability not only to divide labour and delegate authority but also to make decisions and take prompt action, and their sound knowledge of finance, budgeting, staff training, school planning, community relations and rural sociology. And because of those rare personal factors it was easier to find an administrator to manage a small unit than one to take charge of a large organization. The Waikato separatists would have done a service to educational administration and they would have put the whole question in its proper perspective if, instead of quoting figures to prove something which did not require proof, they had made clear the distinction between the duties of Board members and those of a Board's office staff, if they had shown that because the district was large the volume of business presented to members at their meetings made it impossible for each member to know in detail what the office staff was doing, or if they had proved that Board officers had hidden any of their inefficiency under an administrative system which engulfed members in a mass of both serious and trivial details, in short, if they had proved that Board members were ineffective in their control of the administration. The Auckland Board, at that time reorganizing itself after the doldrums of the 'forties, considered its provision of equipment to schools, its establishing of post-primary schools and manual training centres, and its management of school transport, teachers' services and staffing, and naturally resented any adverse criticism of its efficiency, for, within the limits of the law it was discharging its obligations to the public fully and well. McCombs was presented with tables of figures which revealed not only the size and population of Auckland but also how unbalanced was the representation on the Auckland Board. The Auckland Board agreed that there was not an equitable representation and on several occasions it had asked the Department and the Ministers to improve its constitution. But special legislation would have been necessary and it would have been impossible to have guided through Parliament a bill which dealt only with improved representation and ignored the question of division. The Hamilton arguments convinced McCombs that a good case had been made for division. He did not act upon the evidence, however, and Algie, on 27 July, as an Opposition member representing Remuera, hoped "that the Minister of Education would follow his usual policy of masterly inactivity". "The stripping of the fair city of Auckland," he said "has gone far enough. Since the seat of Government was removed south in 1865 other things have been taken away bit by bit. Auckland has lost control of its general hospital. Only last week it lost power to fix its own tramway fares. Some of the air services are going to Canterbury. It is time that Aucklanders took a determined stand and told Southerners that if they want to enjoy the things that Auckland has they should live in Auckland." The situation seemed to improve when the Auckland Board decided to establish branch offices at Hamilton, Tauranga and Whangarei. When Labour was defeated McWhannell and Russell directed their efforts towards Algie, Minister of Education, and Mrs Grace Hilda Ross, Minister for the Welfare of Women and Children.

In July, 1951, the Auckland Board agreed to a motion framed by A. Bell:—

> Because of demands in certain quarters for the division of the area administered by this Board, we as a Board would welcome the setting up, by the Minister of Education, of a Committee to take evidence and to advise whether it considers that greater administrative efficiency could be secured by the present organization or by the division of the Board's area into two or more separate Education Board areas.

Algie delayed the issue and informed the Board that the terms of reference might prove too narrow. Algie and Beeby did not exhibit that rashness which was characteristic of the Waikato enthusiasts. They saw possible building delays if the administration of education in New Zealand were suddenly and violently changed. However, at the Education Boards' Conference in October, 1951 Algie said that he had come to the conclusion that some Boards were too big. He was not thinking of any particular Board and he was not thinking of doing anything in the matter until Boards asked him! He told the Conference that he felt happiest with the small Boards because of the personal relationship that he noted between the chairman of the Board and Board members and schoolteachers. Aware that some members of the Auckland Board, apart from McWhannell and McCarroll, viewed the situation objectively and were in favour of a division, Algie and Beeby preferred to wait until the initiative could come from the Board itself. A step in this direction came with the removal of the post-primary schools from the Board's control.

In 1948, A. E. Campbell, director of the New Zealand Council for Educational Research, had made a survey of the control of post-primary schools in the Auckland District.[1] His three main general conclusions were, first, that the balance of advantage was against bringing all post-primary schools under the jurisdiction of regional boards and that it would be best to give each school a board of its own with direct access to the Education Department, second, that each school should have its own board but the arrangement under which one board controlled two or more schools should be permitted, and third, the responsibility for the general planning of post-primary education should remain with the Education Department. In his report for the year 1951 Algie adverted to this subject. "From the beginning," he said, "post-primary schools in New Zealand have been controlled by local boards, but the forms taken by those boards and the extent and nature of their responsibilities have varied with circumstances. When the schools were few and widely separated, the one or two in each town were controlled by a separate board established by separate statute. Later, a general provision for the establishment of high schools was included in the Education Act. From 1903, technical high schools were established under the control of Education Boards which at first handed immediate control to a board of managers, but after 1930 retained control and delegated certain responsibilities to a local committee. During the past decade, the method evolved to control technical schools has been used to establish and control 12 former district high schools which have grown to be full post-primary schools. Each has been established as a technical school under the control of the respective Education Board, which in eleven of the twelve instances has been the Auckland Board." Both the Board and Department regarded this arrangement as temporary. The Department acknowledged the very good work which the Auckland Board had done in establishing those schools but its official view was that after a period of from 3 to 5 years as full post-primary schools they should have their own boards of local residents and parents. Some New Zealand Board members thought that Section 54 (1) of "The Education Act, 1914" conferred on Education Boards the right to control newly-established post-primary schools but Algie's advisers stated that the section conferred no such rights on Boards. By March, 1952 he had defined the policy which was to be followed in regard to this matter; it was expressed in a letter to the Auckland Education Board. "It is desirable," he said, "that post-primary schools should be controlled by boards specifically established to control post-primary schools alone. In some circumstances it may be desirable that an Education Board act as the controlling authority for the first few years after the establishment of a post-primary school." According to him the control of the schools could take any one of three forms, (a) a separate board for each school, (b) a board for each school (or for a closely connected group of schools) in an urban area with a co-ordinating board composed mainly of representatives of the school boards, and (c) one board controlling two or more schools in the same urban area. The Auckland Board and its Post-Primary Committee preferred the choice to be made from the following forms: (a) control by the Education Board with each new school having a separate committee of management of its own, elected largely by parents, with full legal status, and with powers to vote for members of the Education Board; (b) a separate board for each school to be approved by the Minister only when requested to do so by the committee of management of the particular school after the school had been in operation for at least three years, and provided that the board was constituted so that it was elected largely by parents; (c) a board for each school (or for a closely connected group of schools) in an urban area with a co-ordinating board composed mainly of representatives of the school boards; (d) one board controlling two or more schools in the same urban area. The Education Boards' Conference of October, 1952 considered that Education Boards should not control post-primary schools. It said that they were better controlled by one board controlling a group within one city; in cases where district high schools were changed to full post-primary status they should remain under the control of Education Boards until the time was opportune for them to come under the control of regional boards. However, "The Education Amendment Act, 1952" made provision for the variation of the constitutions of governing bodies of secondary schools and of boards of managers of technical schools by amending Sections 90 and 113 of the 1914 Act and Sections 22 and 31 of "The Education Amendment Act, 1920"; it also amended Section 12 of "The Education Amendment Act, 1924" in making provision for changes in the control of technical schools.

---

[1] See A. E. Campbell, *The Control of Post-primary Schools* (N.Z.C.E.R. Studies in Education No. 11, 1948).

Soon, Orders were made affecting the control of Avondale Technical School, Northcote College, Papakura High School, Tauranga College, Pukekohe High School, Matamata College, Te Awamutu College, Seddon Memorial Technical College and Northland College[1] (1953), Kelston High School, Dargaville High School, Kaitaia College and Mt Roskill Grammar School (1954), Morrinsville College, Murray's Bay High School, Takapuna Grammar School, Opotiki College, and Penrose and Orakei High Schools (1955), Gisborne Boys' and Gisborne Girls' High Schools, and Otahuhu College (1953 and 1956).[2]

Due largely to the political tact and persuasive ability and finesse of Algie, provisions for the control of post-primary schools and for the division of the Auckland District were made by the one Act of Parliament. Events moved fairly fast during 1952. On 9 April, Algie met the Board and asked it to amputate its own foot without the aid of an anaesthetic. He pleaded with members to set apart the mechanics of division, the exact boundaries, the payment of teachers, buildings, and the salaries of officers, and to give thought rather to the principle underlying the possible reform. Members were aware that because of public and political pressure the creation of a new Board was inevitable, and they realized, as Algie hoped they would, that they should agree voluntarily and offer to collaborate. The patient's answer was made during complete consciousness. At the meeting Algie referred to Northland; he favoured partition into Metropolitan Auckland, South Auckland and Northland, but the Department had no intention of dealing with more than South Auckland during 1952. A few days after that meeting Shorland sent what Upton called a "hasty" and "inadequate" circular to 570 School Committees informing them that the Board was inclined to agree that democratic principles could best be preserved by creating smaller Education Districts and asking them to consider and inform the Board whether or not they favoured the suggested establishment of additional Boards in North Auckland, South Auckland, and the Bay of Plenty. Only 322 — 56 per cent. — expressed an opinion on the matter, but of that number 270 were in favour of a division; however, of the 270, only 27 were in favour of division into Auckland and South Auckland alone and 209 were in favour of four Boards. At its meeting on 21 May the Board resolved to take the necessary steps for a division of the Auckland Education District into one or more additional Boards and it appointed a committee comprising Day, Rutledge, McWhannell, Purdie, McCarroll and A. Bell to join with Departmental officers to carry out the work leading to the constitution of a new Board; in July, Algie nominated H. Henderson, superintendent of education at Auckland, H. Johnston, the senior inspector of primary schools in Auckland,[3] and T. R. Smith, administrative assistant to the Director of Education.

---

[1] By this time Northland College was the pride of the whole community and was really looked upon as an agricultural college serving Northland. At the end of 1952 the roll stood at 375 (154 girls and 221 boys) of whom 59 were in the agricultural course; the roll of 375 included 191 Maoris (101 boys and 90 girls).

[2] Of particular interest, too, were the developments in Christchurch under the 1952 Amendment Act and the Christchurch Post-primary Schools Boards of Governors Regulations 1954 (1954/87). See also the Wellington Post-Primary Schools Regulations 1956 (1956/209).

[3] Johnston was appointed senior inspector in Auckland on 1 April, 1952 in succession to Merrington who had retired on 31 January. Johnston retired on 31 January, 1955 and was succeeded in office by W. Parsonage on 1 April.

The committee met for the first time on 6 August. Henderson, Johnston and Smith had been well briefed by Algie and they knew exactly what he wanted. It was only right that they should have known his views since the Board could not have claimed to have been materially interested in what was done within the partitioned area or in the plans employed for establishing the new Board; moreover, the whole cost of making the partition and of operating the new Board fell, not upon the Auckland Board but upon the Department and the Government. Algie was not surprised when the committee made the following recommendations:—

(1) The Committee was of the opinion that the present Education Board district could justify the establishment of four Education Board districts, but that the immediate implementation of this would not be practicable.
(2) It was recommended that the present Auckland Education Board district be divided into two districts, such districts to remain unchanged for a period of at least five years after which further sub-division of each may be considered.
(3) It was a recommendation that the districts be known as the Auckland Education Board district, and the South Auckland Education Board district, and that the division would be on a line drawn to include Miranda, Mercer, Onewhero and Port Waikato in the Auckland area, Thames and the Coromandel Peninsula in the South Auckland area, the exact boundaries to be determined after full consideration has been given to the question of transport to the existing schools.
(4) It was recommended that the offices of the South Auckland Education Board be situated in Hamilton, and that steps be taken to secure suitable premises, meanwhile the present Auckland Education Board's Area Office to be the official headquarters.
(5) It was recommended that three commissioners be appointed to carry out the functions of an elected Board until such time as a Board is elected, save that the appointment of senior officers shall not be a function of such commissioners.
(6) It was a recommendation that the election of Board Members for the South Auckland Education Board district take place not later than twelve months after the Order in Council setting up the new Education Board district.
(7) It was a recommendation that an officer be temporarily seconded from some other position in the Education service to fill the position of temporary administrative officer, such officer to work in close collaboration with the Secretary of the Auckland Education Board for the development of the South Auckland Board. Upon the election of Members of the South Auckland Board, the temporary officer will cease duties and the Board will appoint its own senior administrative officers, the temporary officer to be in the employ of the commissioners.
(8) It was a recommendation that the question of financial adjustments and responsibilities consequent upon the division of the Auckland Education Board's area be referred to the executive officers of the Auckland Education Board and the Department of Education, such officers to report back to this Committee.

At its second meeting, on 2 September, the committee recommended, —

(1) The appointment of three Commissioners to be prerogative of the Minister.
(2) That the appointment of P. L. Page as interim secretary-manager be approved by the Auckland Board, Mr Page to have full access to all information.
(3) That the purchasing and equipment branches of the Auckland Education Board remain intact and carry out their present functions for the South Auckland Education Board.
(4) That the terms of the Education Amendment Bill be agreed to and that Messrs G. Shorland, Secretary-Manager of the Auckland Board, and Mr T. Brooks, an officer of the Department in Auckland, finalize the time of division.

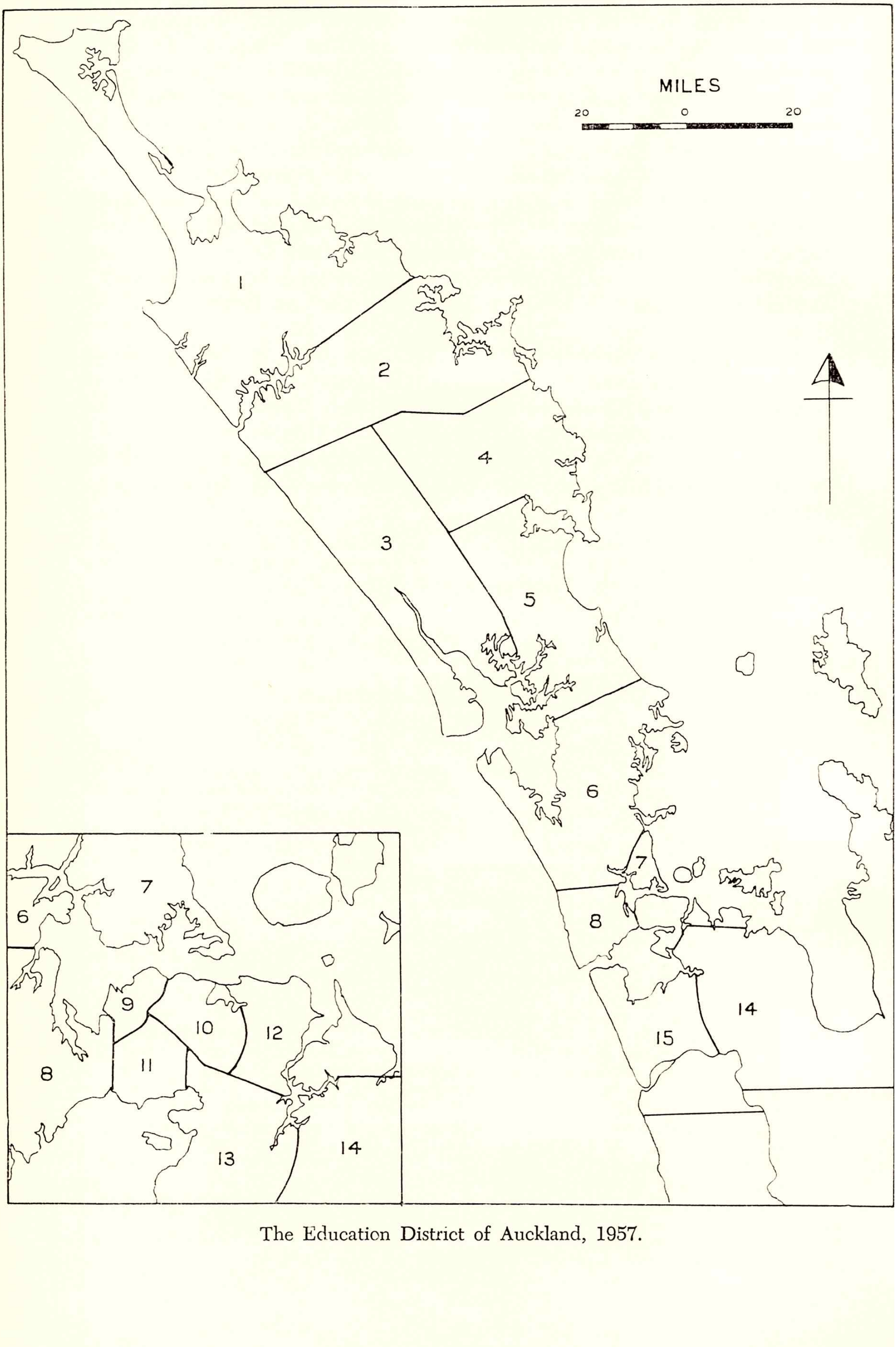
It also saw the draft bill before its first reading and on 4 September, Day informed Algie that the committee approved of its provisions. The Bill had its first Reading on 12 September and its second on the 18th, and Algie was happy to see that there was unanimity on both sides of the House. The unanimity was not unexpected since Algie had been made well aware of the feelings of his fellow parliamentarians from South and North Auckland. When Rutledge said that the South Auckland School Committees had kicked a goal with a political football he offended those bodies but his observation nevertheless contained more than an element of truth. "I hope the House will join with me," said Algie, "in congratulating the Auckland Education Board for having taken this step and asking the Minister to bring about this division." The bill had its third Reading on 21 October and the House adjourned on the 24th.

"The Education Amendment Act, 1952" was brief, general in terms, and it made little reference to details. Of course it materially altered Section 13 of the 1914 Act relating to Education Districts and their redefinition on the constituting of new counties within them and its new Schedule defined the boundaries of the Education Districts of Auckland and South Auckland. The Education District of South Auckland was defined as:—

> All that area in New Zealand, being the Counties of Coromandel, Hauraki Plains, Kawhia, Matamata, Ohinemuri, Otorohanga, Opotiki, Piako, Rotorua, Thames, Taumarunui, Tauranga, Taupo, Waipa, Waitomo, Whakatane, and the Counties of Raglan and Waikato, excepting thereout those portions included in the Education District of Auckland and described in that portion of this Schedule relating thereto (including all cities, boroughs, and town districts therein, and the Island of Motiti).

The Education District of Auckland was defined as:—

> All that area in New Zealand, being the Counties of Bay of Islands, Eden, Franklin, Great Barrier Island, Hobson, Hokianga, Manukau, Mangonui, Otamatea, Rodney, Whangarei, Whangaroa, Waitemata, and those portions of the Raglan and Waikato Counties described as follows:— All that area in the Raglan and Waikato Counties, bounded by a line commencing at a point on the west coast, being the south-western corner of Block I, Coast Survey District, and running northerly and easterly generally along the boundaries of the aforesaid counties as described in Gazette number 17 of the 23rd day of March 1950 at page 306, and Gazette number 62 of the 27th day of October 1949 at page 2500, to the eastern boundary of Block VI, Maramarua Survey District; thence southerly generally along the aforesaid eastern boundary, the southern boundary of Block VI aforesaid, to and across the Waikato River and up its left bank, to and along the eastern boundary of Block XIII, Maramarua Survey District, and the eastern boundary of Block I, Rangiriri Survey District, to the south-eastern corner of the last-mentioned block; thence westerly along the south boundary of the aforesaid Block I, the southern boundaries of Blocks IV, III, II, and I, Awaroa Survey District, and the southern boundary of Block I, Coast Survey District, to the point of commencement. Also all that area in the Waikato County, bounded by a line commencing at the point of intersection of the northern boundary of the aforesaid county with the northern boundary of Block VII, Maramarua Survey District, and running easterly and southerly generally along the aforesaid county boundary as described in Gazette number 62 of the 27th day of October 1949, page 2500, to the north-eastern corner of Block VI, Piako Survey District; thence westerly generally along the northern boundary of Block VI aforesaid and the northern boundary of Block V of the aforesaid Piako Survey District, to and along the northern boundaries of Blocks VIII and VII, Maramarua Survey District, to the point of commencement. Also all cities, boroughs, and town districts in any of those areas, and the Islands of Herald and Waiheke.


MILES
20
0
20
1
2
3
4
5
6
7
8
14
15
7
6
8
9
10
11
12
13
14

The Education District of Auckland, 1957.

At the end of 1951 there had been 48,533 boys and 44,526 girls in the Board's primary schools; in December, 1952, the numbers were reduced to 31,313 and 28,148, making a total of 59,461 primary schoolchildren. South Auckland's primary school roll in December, 1952 was 40,510. At the end of 1951 there had been 2607 boys and 2462 girls in the Board's intermediate schools and departments; in December, 1952, the numbers were 2276 and 2120, making a total of 4396 intermediate pupils. South Auckland's intermediate roll in December, 1952 was 839. At the end of 1951 there had been 4140 boys and 4107 girls in the Board's post-primary schools; in December, 1952 the numbers were 2529 and 2349, making a total of 4878 post-primary children. South Auckland's post-primary roll in December, 1952 was 4246. Thus, at the end of 1952 the Auckland Board had the care of 68,735 instead of 114,330 had there been no division. In the new Auckland District there were 279 primary schools (538 in 1951), 6 separate intermediate schools (6 in 1951), 3 intermediate departments (7 in 1951), 16 district high schools (35 in 1951), 6 post-primary schools (11 in 1951), and 36 manual centres (55 in 1951).

On 30 October, Algie appointed C. G. Ellis, assistant director (administrative), Thomas J. F. Spencer of Waihi and Frederick J. Dunbar of Hamilton as the three commissioners, and on 1 November, in contravention of the special committee's recommendations, he called for applications for all senior positions except that of secretary-manager. The commissioners met in Wellington on 6 November and discussed the appointment of teachers, the accommodation of inspectors, the control of post-primary schools, and the maintenance of schools. Pursuant to Section 7 of the new Act, Algie invited six more men to join the commission — A. Bell (Tauranga), Frederick W. Bentley (Taupiri), Colonel Thomas Durrant (Tirau), William J. Inskip (Opotiki), Ralph L. Pettit (Te Awamutu) and J. M. McWhannell (Ngahinepouri); they accepted and were appointed from 31 January, 1953. A body that was wholly nominated gave the Government a strong hand to establish an administrative centre in Hamilton quickly and efficiently; it made certain, too, that in the readjustment of financial matters with the Auckland Board that mutilated body would have little say. But the use of a nominated commission rather than a "caretaker" Board raised a question much more significant than simply the opening of an office in Peachgrove Road. Algie himself would have preferred a nominated to an elected Education Board. An election — and particularly one where the franchise is limited and the voting is not compulsory — does not guarantee the return of capable men. And Algie, by nomination, secured men of acknowledged business and administrative experience and men with a good knowledge of educational trends and policy. The first full meeting of the commission was held in Hamilton on 11 February, 1953, and in April it called for applications for the position of secretary-manager. In his "amputation" address to the Auckland Board Algie had prayed that the new Board would be blessed with a good secretary-manager because so much depended on the broad shoulders of the gentleman who occupied that office. His own private secretary, K. C. M. Cockerill, was appointed and took up his duties on 15 June. During the sitting of the commission the duties of secretary-manager had been carried out by P. L. Page, secretary-manager of the Hawkes Bay Board. The first election of the South Auckland Education Board was held on 21 October, 1953. Of the commissioners, Bentley, Durrant, Inskip, McWhannell and Pettit, who defeated Hollinshead, were returned; Spencer was defeated by E. C. Morgan and A. Bell by C. C. Southey; the other members were L. A. Strange, J. H. Thomas who defeated Liddell by 2 votes, R. T. Davis who defeated Bowyer, and E. W. Larson who defeated Russell. At the 1956 election, Pettit's place was taken by E. R. Mellsop who defeated Hollinshead, Bentley's seat was taken by H. D. Cleland, and M. P. Smith was elected unopposed to the place previously occupied by Durrant. Thus, of the special commission, only Inskip and McWhannell remained.

It was not an easy task reducing the Auckland office staff of 120 officers to one of 65, especially when few were absorbed by the new Board. Temporary appointments were terminated and to regain administrative stability at a time when its annual income dropped by about £30,000, the Board had to reduce administrative costs and reorganize its staff. Of particular importance during this transition period was the retirement on 30 June, 1953 of H. C. Adams and the appointment as assistant-secretary of L. J. McCarthy. After being in the Public Trust Office for 17 years McCarthy had transferred to the Education Department in 1948 and at the time of his appointment, which was effective from 1 February, 1954, he was divisional officer, buildings branch, at Newmarket. Following the establishment of the South Auckland Education District, the Auckland Board created three new Wards — North, Middle and South — in place of the old North, East and West Wards. It was then necessary to determine the representation of those new Wards and on 5 November, 1952 the Board rearranged the representation as follows:—

North Ward — Bell and Liddell (formerly East Ward)
Middle Ward — Barclay and May (formerly North Ward)
South Ward — Bowyer and Hollinshead (formerly West Ward).

Purdie and A. Bell resigned from the Board at the beginning of 1953 and their places were filled by Dove Myer Robinson and Samuel Swanston Green. Upton, who was a director of A. F. Upton & Co., merchants of Fanshaw Street, was drowned in Lake Tarawera in November, 1953 and his place as an Urban Area representative was taken in February, 1954 by Mrs Margaret Ellen Millett.

"The Education Amendment Act, 1953" made extensive alterations to the 1914 Act in regard to the division of Districts into Wards, the constitution of Education Boards, and the election and terms of office of Board members. Section 14 of the 1914 Act relating to the division of rural areas into wards was repealed and in its stead a new section made provision for the Board of each District to divide its area into wards according to the number of its public schools when it thought fit "or where so directed by the Minister". The sub-section which affected Auckland read as follows:—

> In a district in which there are more than two hundred and fifty public schools (including intermediate schools) on the determining date immediately preceding the division,[1] there shall be fourteen wards or such other number of wards (being not less than twelve or more than sixteen) as the Board from time to time, with the approval of the Minister, may determine.

In dividing its District into wards the Board had to ensure that the members to represent the wards had as nearly as possible equal responsibilities in regard to the number and the grades of the public schools (including intermediate schools) and the geographical grouping of the schools within the District, and it had to ensure that no ward had more than four times as many schools as any other ward in the District. Section 15 of the 1914 Act relating to the constitution of Education Boards was necessarily repealed. Henceforth every Education Board was to consist of "one member to represent each ward which does not form part of a combined group of wards; and a number of members to represent each combined group of wards equal to the number of wards in that group". Education Boards then in existence were permitted to continue until the second Wednesday in August, 1954, but provision was made for an election of members of every Board on the third Wednesday in July, 1954 and in every second year thereafter. On the second Wednesday in August, 1956 and in every second year thereafter, half of the members on each Education Board and all the members who did not represent any ward or combined group of wards in the District, had to retire but they were eligible for re-election to represent any ward or combined group of wards in respect of which a vacancy existed. The members who were to retire following any election were to be those who had served longest on the Board without re-election. The Act gave the Auckland Board authority to pay to its chairman a sum not exceeding £200 "by way of remuneration for his services as the Board thinks fit". Following the reconstitution of Education Boards by the 1953 Amendment Act the consolidating Education Board Elections Regulations 1954 (1954/80) were made by an Order in Council on 26 May, 1954. The chairman or secretary of every School Committee within an Education District had to furnish to the returning officer a list of the members of the Committee so that a roll of electors could be compiled. The voting lists were to be closed at 5 p.m. on the day on which nominations closed. Where a ballot was necessary the returning officer had to have a sufficient number of voting papers printed and despatched to the chairman of each Committee, who, in his turn, had to post or deliver a voting paper to each member of the Committee and had to record in the minute book a list of the members showing the number of the voting paper sent to each. Each elector was then expected to send his paper to the returning officer. The Regulations affected some of the machinery of the elections but the franchise remained as restricted as ever.

Prior to the 1954 election the membership of the Board was Mrs D.

---

[1] The determining date was the first day of February in every year in which an ordinary election of Board members was held.

M. George, Mrs F. I. McBride, Mrs M. E. Millett, I. J. Day, K. J. H. Cohen, M. F. Constable, H. M. Diggle, A. Gear, D. M. Robinson and D. W. Rutledge representing the Auckland Urban Area, D. McCarroll and R. J. Weston representing Whangarei Urban Area, S. S. Green and O. P. Liddell of the North Ward, R. M. Barclay and S. M. May of the Middle Ward, W. I. Bowyer and A. Hollinshead of the South Ward, and J. D. Edgecombe, unattached. Of that number Mrs Millett, Edgecombe, Hollinshead, Liddle and Weston did not seek re-election and McCarroll (Ward 4) who had given 10 years' service, Cohen (Ward 8), Diggle (Ward 11), Robinson (Ward 12), Mrs McBride (Ward 12) who had given 9 years' service, and Bowyer (Ward 15) who had been a member for 20 years, were defeated at the poll. Under the new constitution the total membership was reduced from 20 to 15 and at the first election the following members were elected:—

Ward 1 (Kaitaia)	Samuel Swanston Green
Ward 2 (Kaikohe)	William Francis George White
Ward 3 (Dargaville)	Horace Mawson
Ward 4 (Whangarei North)	Charles Kenroy Munro
Ward 5 (Whangarei-Wellsford)	Ronald Morrison Barclay
Ward 6 (Helensville-Warkworth)	Stafford Mason May
Ward 7 (North Shore)	Alfred Richard Merrington
Ward 8 (Taupaki-Blockhouse Bay)	Maxwell Francis Constable
Ward 9 (Ponsonby-Mount Albert)	Donald William Rutledge
Ward 10 (Kowhai-Parnell)	Ivan James Day
Ward 11 (Owairaka-Hillsborough)	Alexander Gear
Ward 12 (Tamaki-Howick)	Archibald Peter Stewart Bell
Ward 13 (Ellerslie-Otara)	Dorothy Mary George
Ward 14 (Papakura)	Edward Albert Julius Busing
Ward 15 (Pukekohe)	Frederick George Hosking

Day was again elected chairman. For the first time the Board created the position of deputy chairman and elected Rutledge to it. The new Board decided to meet on the first Wednesday of each month instead of twice in the month as had been the custom. Changes were made, too, in the standing committees of the Board. For some years before 1954 there had been five of those committees — executive, buildings, rural, training college, and post-primary — but in August they were reduced to three — the finance committee which met once each month to deal mainly with finance, the works committee which met once each month to deal with matters arising from the major and minor capital works programmes, and the training college committee which met when required. The new arrangement brought about a more equitable distribution of members' responsibilities, rural members had a reasonable opportunity of keeping in close touch with all the schools in their wards, and there was a more effective liaison between the Board and the School Committees. Shortly after the elections "The Local Authorities (Members' Contracts) Act, 1954" consolidated and amended the law relating to the restrictions on the making of contracts between local authorities and the members thereof. When Barclay resigned, he was succeeded in April, 1955 by Archibald George Bull; at the same time James Howieson Bothwell took Busing's place. Rutledge died at Wellsford in January, 1956, and his seat was taken in March by George Henry Stark. The electors in July, 1956 returned Green (Kaitaia Ward), White (Kaikohe), Mawson (Dargaville), Day (Kowhai-Parnell), Bell (Tamaki-Howick), Gilbert James Johnston (Ellerslie-Otara) and Hosking (Pukekohe) unopposed, while Gear won the election for the Owairaka-Hillsborough seat. And when the Board reached its hundredth birthday in March, 1957, it consisted of I. J. Day (chairman), of Mount Albert, A. G. Bull, Kaiwaka, A. P. S. Bell, Remuera, J. H. Bothwell, Papakura, M. F. Constable, Avondale, A. Gear, Sandringham, G. J. Johnston, Penrose, S. S. Green, Dargaville, F. G. Hosking, Tuakau, H. Mawson, Dargaville, S. M. May, Woodhill, A. R. Merrington, Takapuna, C. K. Munro, Whangarei, G. H. Stark, Ponsonby, and W. F. G. White, Taheke.

CHAPTER 47

THE BOARD OF EDUCATION

In the Auckland Education District the roll numbers at the end of 1956 were as follows:—

	Boys	Girls	Total
Primary pupils	36,518	33,290	69,808
Intermediate pupils	2,942	2,875	5,817
Post-primary pupils	1,097	1,204	2,301
	40,557	37,369	77,926

There were 284 primary schools under the Board's control. There were 25 schools with secondary departments in the Board's District — Wellsford, Warkworth, Waiuku, Waimamaku, Waiheke, Taipa, Titoki, Tangiteroria, Ruawai, Rawene, Orewa, Onewhero, Okaihau, Maungaturoto, Maramarua, Kowhai, Kerikeri, Kawakawa, Kaeo, Hukerenui, Howick, Helensville, Broadwood and Awhitu. Henderson High School was the only post-primary school under the control of the Board but it soon passed to the control of its own Board of Governors. At the same time there were 11 separate intermediate schools under the Board's control — Avondale (roll number, 688), Balmoral (472), Kowhai (430), Manukau (592), Mt Roskill (271), Normal (506), Otara (733), Pasadena (617), Remuera (615), Tamaki (375 in March) and Wesley (519).

The Board re-arranged its committee system. There had been three standing committees — Executive and Finance, Works, and Training Colleges — but during 1956 its committees were Works (the whole Board with Green as chairman), Finance (Bell, Day, Stark, Bothwell and Johnston), Executive (Day, Bell and Green), and Maori Education (White, Green, Hosking, Mawson and Day, with J. C. Henare and N. P. K. Puriri as co-opted Maori representatives). The functions of the Training Colleges Committee were distributed among the other committees and the two principals, Dickie and Wilson, presented monthly reports and appeared before the Board for discussions on matters which required their presence. At the beginning of 1957 there were 371 men and 703 women students at the Auckland Teachers' College, and 128 men and 345 women students at Ardmore, making a total of 1547. In more detail the numbers were as follows:—

	Auckland		Ardmore		Total
	Men	Women	Men	Women	
1st Year Students	85	200	63	199	547
2nd Year Students	74	173	55	143	445
3rd Year Students	3	3	2	2	10
Spec. Training Scheme	22	32	–	–	54
Division C	44	71	–	–	115
1st Year Homecraft	–	49	–	–	49
2nd Year Homecraft	–	48	–	–	48
Manual and Technical	30	–	–	–	30
Division B 1st Year	–	–	8	1	9
Division B 2nd Year	–	2	–	–	2
Division U	113	125	–	–	238
	371	703	128	345	1547

Dr Murdoch retired from the Auckland staff in 1952 and in the following year N. S. Lovegrove succeeded B. M. Kibblewhite as vice-principal; Miss M. G. Patterson retired in 1955 and in 1956 Ailix J. Wiren became women's warden. The Training College Regulations 1926, Amendment No. 24 (1955/92) modified the requirements that governed the courses followed by students who were being trained for work in the primary school service; it also modified the requirements for the certification of those students. For students of Division A the curriculum provided for a two years' course of education and training which could be extended for a third year. They pursued courses in spoken and written English, education and the principles and practice of teaching, physical education and health education, and music; and they also pursued some optional studies chosen from English literature, history, geography, science, mathematics, art and crafts, physical education, music or any other approved subject. Although the members of the Education Board set some store on the privilege of employing teachers they had no voice in determining the content of the courses in the various subjects and activities of the curriculum; those were drawn up by the principal in consultation with the members of his staff in accordance with principles required by the Director. In May, 1956 the Auckland College celebrated its fiftieth birthday. "This Golden Jubilee," said Dickie, "is something more than a reunion. It is a time to look back and to recognize the continuity of spirit and ideal in the changing pattern of the past. It is a time to look forward and to face the future imbued with this same ideal. It is a time for resolution — that in the world of phenomenal scientific developments and of powerful new social forces we will maintain professional standards in the highest tradition of the College and in the spirit of those who went before us."[1] The Board's committee on Maori education was set up to deal generally with the educational needs of Maori children and to put into effect the recommendations made by the Committee on Maori Education (chairman, D. G. Ball) which reported to the Minister in 1955.[2] In 1956 there were 5906 Maori children attending 251 Board schools and the Board appreciated the advice given not only by Henare and Puriri but also by K. Robertson, officer for Maori education, and W. Parsonage, senior inspector. Besides working voluntarily on their own domestic committees, members represented the Board on kindred bodies. For example, at the beginning of 1957 the representation was as follows:— Bell (Auckland University College Council, Eastern Secondary Schools Board of Governors, Tamaki High School Board of Governors), Stark (Auckland Grammar Schools Board of Governors), Gear (Seddon Memorial Technical College Board of Managers, Mt Roskill Grammar School Board of Governors), Merrington (Seddon Memorial Technical College Board of Managers, Northcote College Board of Governors, Rangitoto College Board of Managers, Takapuna Grammar School Board of Governors, Westlake High School Board of Governors), Mawson (Avondale College Board of Managers), Constable (Henderson High School Board of Governors, Kelston High School Board of Governors), White (Northland College Board of Governors), Bothwell (Papakura High School Board of Managers), Johnston (Papatoetoe High School Board of Governors), Hosking (Pukekohe High School Board of Managers), Bull and Munro (Whangarei High School Board of Governors), and Day (Auckland Vocational Guidance Advisory Council, Occupational Centre Advisory Committee); others who were not then members represented the Board — J. A. Cowie (Kaitaia College Board of Governors), H. M. Diggle (Avondale College Board of Managers), Mrs D. M. George (Otahuhu College Board of Managers) and Mrs F. I. McBride (N.Z. Federation of Health Camps, Occupational Centre Advisory Committee). Because it felt that there was a need to create more interest in education in some localities the Board, in 1955, held meetings in Whangarei and Waipu. Taxpayers are always morbidly interested in the way the country's money is spent, but householders generally are not concerned with which administrative body pays the school telephone rentals, the wages of school cleaners, the salaries of architectural draughtsmen, or the subsidies on voluntary contributions; they are not always certain which body provides the school transport, and it is immaterial to them whether the "exploded" type of school is the brain-child of someone in Auckland or of another in Wellington. Parents are more interested in the content of the curriculum than in whether a teacher should be a public servant or not, in the lack of liaison between primary and secondary schools rather than in the management of hostels, and they are not so concerned with the playgrounds, cloakrooms, sanitary offices and assembly halls of intermediate schools — important as those matters are — as with the educational reasons offered for establishing intermediate schools at all. Their interests are professional rather than administrative; but while the national system of education has a director and an inspectorial board of managers the shareholders have little or no voice. When the Education Board issues a professional educational statement it is a mere repetition of the senior inspector's repetition of Departmental policy — a more serious form of duplication than the inspection of sites by Board and Departmental officers. Sir John Maud, when he was Permanent Secretary of the Ministry of Education, said that Saint John the Baptist should be the patron saint of administrators in the field of education. He chose John the Baptist, not because he was a voice calling in the wilderness, but because he constantly assured his hearers that he was of less importance than Another. "We should make no secret of the fact," said Sir John, "that the hope of education is in the actual educator and not in us. Our mission is to diminish in stature that education may increase."[1] If the elected members of Education Boards are to count for anything in the educational councils of New Zealand they will have to concern themselves less with administrative detail and to equip themselves better on the professional side.

---

[1] *Manuka – Jubilee Issue, 1906-1956* (Auckland, 1956).

[2] *See Report of the Minister of Education,* E.-1, 1955.

The Education Boards' Association made a significant alteration to the statement of its aims. According to the 1952 constitution the objects of the Boards' Association were "to promote the interests of education in the Dominion, to provide facilities for the exchange of information and discussions on common problems of Education Boards, and to do all such lawful things as may appear necessary to the carrying out of the foregoing objects". But a few years later the Association stated that it was formed "for the purpose of consultation by Education Boards on questions of general interest to themselves, and the discussion of matters relating to Education Board activities, to watch over and protect the interests, rights and privileges of Education Boards, to promote the efficient carrying out of educational administration throughout the Dominion". The 1951 Conference had affirmed "its continued support of our national system of education, a system which is available to all, is backed by the financial resources of the State, guarantees academic freedom, and is so organized as to give a maximum of local autonomy"; it expressed its "strong opposition to the granting of public money to private schools, while approving for these schools such auxiliary benefits as are provided by the Health Department, as well as by the Education Department in connection with the free issue of text-books prescribed by the Department"; and it gave its support "to the Nelson system of voluntary religious instruction and to all efforts to improve its effectiveness". It also expressed its disapproval of the raising of funds for school purposes by raffles or by any other means that tended to encourage the gambling spirit in children; School Committees were urged to discountenance such methods "as being contrary to the moral standards and ethical values our public schools are expected to develop in children". But for the most part Board delegates deliberated upon such matters as the adjustment of annual grants so that the amount of money available for educational purposes could be made known earlier, the development of playing areas, grants for the removal of temporary classrooms, the need for more manual training buildings, the lack of library space in new schools, fortnightly pay for teachers, salaries for typists, and the supervision of new works. The Association was merely a central advisory and clearing house with all Boards having equal rights and responsibilities; it was not a democratic body elected according to proportional representation. Towards the end of 1956 a committee of the Auckland Board consisting of Bell, Day and Johnston met and examined the constitution of the Boards' Association. Their discussion centred mainly on the relative voting strength of each Board. Under the constitution then in force each Board was represented at a general meeting by its chairman, secretary and one other member, and each delegate had one vote; thus the smallest Board had the same voting strength as the largest. Bell, Day and Johnston noted the relative sizes of the Boards:—

---

[1] A. V. Judges (Ed.), *Pioneers of English Education* (London, 1952).

District	Approx. Total Pupils	Number of Board Members
Auckland	76,000	15
South Auckland	53,000	12
Taranaki	17,000	8
Wanganui	23,000	10
Hawkes Bay	23,000	10
Wellington	44,000	12
Nelson	10,000	8
Canterbury	52,000	12
Otago	26,000	10
Southland	15,000	8

To secure a more equitable arrangement of voting strength they suggested that each Board with pupil enrolments exceeding 40,000 should have 3 votes; that would have affected Auckland, South Auckland, Wellington and Canterbury. They also suggested that each Board with over 20,000 and less than 40,000 children enrolled should have 2 votes; the Boards concerned were Wanganui, Hawkes Bay and Otago. To those Boards with less than 20,000 pupils — Taranaki, Nelson and Southland — they gave one vote each. The Board's committee also considered that the method of appointing the Association's Executive could be improved. At that time the Executive consisted of the president, deputy-president, honorary secretary and four other members so that at least three Boards were always without representation. Bell, Day and Johnston suggested that each Board should be entitled to appoint one member to the Executive. Not unexpectedly the Auckland Board's suggestions found little favour with other smaller Boards. Decisions made at the Board's Conferences were usually the result of group discussions rather than of formal majority resolutions. In fact the decision of the majority did not necessarily require all Boards to conform. When stabilization was introduced in 1948 it was agreed that a code of conditions of employment should be drawn up and Barnett agreed that the scale should be reviewed after it had been a year in operation. Representatives of the Boards' Association and the Department had their first meeting on the code in June, 1949 and in October "The Education Amendment Act, 1949" was passed giving power to the Governor-General to make regulations governing salaries and conditions of employment of Boards' officers. In April, 1950, after the stabilization regulations had been revoked, the Secretaries' Executive made "a gentleman's agreement" to retain the existing salaries. In May, 1951, the Executive of the Boards' Association set up a committee consisting of W. P. Tennant, G. N. Boulton (Wanganui), A. Lawrence (Canterbury), Shorland and Deavoll to review and discuss the question of the establishment and salaries of Boards' officers. Individual Boards offered suggestions and on 7 September the Code was handed to Algie and on the 18th the suggested salary scale was sent to him; on 30 October, at the Boards' Conference, Algie made the suggestion that the scale should be submitted to the Public Service Commission but this was rejected by the Boards' Association

Executive and the Officers' Association and in a letter to Tennant, dated 10 March, 1952, Algie passed on the suggestion made by Beeby and Ellis that conditions of employment for Board employees should be decided by the Government Service Tribunal which dealt with almost all employees paid from public funds; this body had a wider view than the Public Service Commission and it was a judicial body without the control functions which were exercised by the Commission. Deavoll and Boulton, who investigated the facts, were not in favour of the Tribunal and doubted whether its machinery could be adapted to the Boards' case because of "the peculiar set-up of Board-Department-Officers". For instance, according to the Tribunal Act, the Boards' Officers Association would be the "service organization" representing the employees. If the Director were named as the "controlling authority" — as he was in the case of teachers — the Boards, the actual employers, would have no standing at the hearing of an application; if the president of the Boards' Association were named, the officers and the Boards could agree on salaries which the Department might think were too generous. On 8 July, Algie received a deputation of Boards' representatives. Tennant asked him to recognize officially the scale agreed to by the Association; the Conference had agreed to a general regulation being made setting out the liability of Boards to pay the scale or such amendments to it as were agreed from time to time. He stated that if the Minister would do this, Boards would meet the cost out of present grants and accumulated funds for two years without calling upon the Government for an increased grant. He doubted if all Boards would be able to meet it after two years; indeed, Canterbury then had no credit balance and was in need of immediate assistance. Algie's movements were impeded and thwarted by Treasury officials who had already rejected the estimates of the Education Department, and at a time when the Press was clamouring for reduced taxation, he was not willing to bind himself to some action two years hence. He therefore refused to give his formal recognition for any agreement amongst the several Boards in regard to a common salary scale for officers engaged in the service of the Boards. He did not think that there was any necessity for such an action. "The several Boards are," he said, "within their own rights, autonomous bodies. They receive under statutory regulations, a grant for administrative purposes which is adequate for their existing needs. In so far as they keep within the limits set by such grant and dispose of it with a due sense of their responsibilities to the public they are free to employ the staff that their educational work may require, and they are equally entitled to pay their officers such salaries as they, the Boards, may determine." In spite of that ministerial direction some members of the Association thought that there should be a Dominion-wide supervision of the salaries paid by the various Boards to their officers. The Auckland Board, on the other hand, accepted Algie's advice and increased its salaries; Shorland felt that each Board should retain the powers provided in Section 26 of the 1914 Act that, "Every Board may from time to time appoint and remove a Secretary and such other officers as may be thought necessary, who shall receive such salaries as the Board deems proper." Those who wished for uniformity gave as one of their reasons that it would lead to an exchange of staff between Boards. Yet for the four years during which there had been uniformity, little effective exchange of officers had taken place. To the Auckland Board it seemed incongruous that while Boards should be asking for more autonomy they should, at the same time, suggest that they be deprived of authority in their domestic, fundamental affairs. To the Executive of the Boards' Association the action of the Auckland Board "raised the whole question of the continued functioning of the Boards' Association".

During its hundredth year the chief officers of the Auckland Education Board were G. H. Shorland (secretary-manager), L. J. McCarthy (assistant-secretary), R. A. Widdicombe (chief architect), W. J. Bedford (assistant architect), R. H. Barker (treasurer), J. K. Hume (services officer), A. J. Gilbertson (staffing officer), B. A. Penk (transport officer), A. E. Rogers (supply officer), M. J. B. Sommerville (chief clerk) and H. V. Mountfort (research officer). The Board managed its business by means of wide delegation of authority. The Board itself was concerned with the formulation of policy and once it was clearly defined the administration proceeded with daily operations without constant reference to members. Certain programmes and budgets required the Board's final approval but when this was given, the year's activities followed the programmes or the budgets prepared by the divisional officers. Certain decisions were reserved for the secretary-manager's consideration but the major part of each division's operations proceeded under the authority of the divisional officer. Reporting procedures ensured that the Board and secretary-manager were kept informed and in control of financial matters under the system of delegation. A report called the Secretary-Manager's Report was presented for approval and confirmation to the Board each month. It listed all projects where financial and other authorities had been issued under maintenance, minor capital items, equipment and so on. That procedure enabled both the Board and the secretary-manager to control expenditure and to ensure that it conformed to established policy. Further, various monthly and quarterly reports from the treasurer to the secretary-manager and Board ensured that financial transactions were fully reported and that they conformed to the budgets previously approved. In the treasury division, Barker was assisted by B. A. Wadman (assistant treasurer), 10 clerks and 3 machinists; in the buildings division, Hume was assisted by R. O. Eagles and 2 clerks, V. R. Thom (senior buildings supervisor), J. E. G. Hill, R. S. Guthrie and R. H. Armstrong (buildings supervisors), L. J. Nairn (workshops foreman) and 16 tradesmen; in the teachers division, Gilbertson was assisted by B. C. Anderson (assistant staffing officer) and 6 clerks; in the transport division, Penk was assisted by 2 clerks; in the supply division, Rogers was assisted by M. A. Allen (assistant supply officer), 7 clerks and 9 storemen, packers and drivers; in the administrative division, Sommerville was assisted by 6 clerks, 13 typists and 7 "miscellaneous" employees. In the architectural division, the group architects, K. R. Stemson, C. E. Gregory and K. Hassall, were in charge of 14 draughtsmen; G. Jenks (site development officer) and N. P. Moore (assistant site development officer) were assisted by 5 draughtsmen, a field assistant and a tracer; the remaining officers were A. W. Farrelly, O. M. Nicholls and R. J. Donovan, building inspectors, T. H. Storey, quantity surveyor, and S. J. P. Jack, cost planner. The secretary-manager, as the chief executive officer, was responsible to the Board for the general management and direction of all the Board's activities and for the organization, co-ordination and control of the whole of the Board's administrative establishment. The assistant secretary acted as deputy for the secretary in his absence from headquarters; he assisted the secretary in all his functions and had the special responsibility for office management, co-ordinating all administrative activities, maintaining and improving public relations, and staff training. The chief architect was responsible for the execution and control of the functions of the architectural division; his duties related mainly to professional architectural matters such as the supervision of site and ground development, building plans, contracts, and the supervision of new works under construction. In January, 1956, Miller had retired after serving for more than 20 years as the Board's chief architect. Taxpayers were impressed by the bright colours, the extensive use of glass, the courtyards and fishponds, and the sense of light and space in the schools that were built around the 1950s; they were, however, uneasy over the lack of character which some of the box-like structures revealed. To the question, "Do you think that the present-day schools look better than the old ones?" Miller replied, "A good deal depends on how long ago one graduated from the University architectural course. If the hair is still sufficiently long and the corduroy pants and bow tie have not been discarded, the answer is yes."

The treasurer was responsible for the direction and control of the treasury division; he prepared the annual financial statements and reports to the secretary on the general financial position of the Board's funds. For the year which ended on 31 January, 1957 the Board's income was £4,922,113 and its expenditure was £4,586,309. Some of the individual items of expenditure during its hundredth year were general administration £84,435, teachers' salaries £2,037,497, new buildings £1,011,007, maintenance of buildings £110,069, subsidies on voluntary contributions £20,205, conveyance and board £268,850, training college students £477,316, hostels £87,670 and stores purchases £80,990. The Board was able to provide the essential needs of its schools but because of lack of money it was unable to replace systematically its obsolete classroom furniture. The flow of regulations kept the treasurer, like Falstaff, "as vigilant as a cat". The Education Board Grants Regulations 1952 (1952/6) revoked the Education Board Grants Regulations 1949 (1949/102), regulations 13 and 14 of the Education Amending Regulations 1950 (1950/182), and the Education Board Grants Regulations 1949, Amendment No. 1 (1951/6).[1] The Education (School Committees Incidental Expenses) Regulations 1956 (1956/218) defined the grants that were to be made to School Committees for incidental expenses and the purposes for which the grants could be used. The Board paid to School Committees the amounts necessary to meet the wages of caretakers and cleaners. It also allocated amounts to Committees for the payment of general school expenses. Before these regulations relating to School Committee incidentals were made most Committees in the Auckland District were showing a loss on each year's working. The funds supplied by the Government were insufficient and had it not been for the Board advancing money to Committees for future incidentals and for school cleaning, and also by their own efforts in raising other funds, a great number of Committees would have reached the end of their financial resources. Credit balances were depleted by rising costs. Large schools were affected by the high cost of repairs to their modern equipment which was reaching a stage where the results of wear and tear were being felt. The treasury, of course, was affected by many acts of legislation. Out of its General Fund a Board could pay to the chairman and to each member travelling allowances and expenses in accordance with "The Fees and Travelling Allowances Act, 1951"; [1] "The Education Amendment Act, 1954" added the proviso that, "where (pursuant to a resolution of the Board) the chairman or any member is making an official visit or is attending as a representative of the Board any conference summoned or approved by the Minister, the chairman or member shall be deemed to be travelling in the service of the Board and to be transacting business of the Board for the purposes of that Act". "The Finance Act, 1951" repealed Section 3 of "The Education Amendment Act, 1949" which had made provision for Education Boards to purchase cars for resale to their officers. By "The Education Lands Amendment Act, 1956" the Board could let any of the playing areas of any school under its control and the money would form part of its building funds for the maintenance and repairs of schools. And "The Finance Act, 1956" made provision for the expenditure of their funds by Education Boards in celebrating their centennials; in addition to the amounts which could be paid out of its General Fund under "The Education Act, 1914" or any other enactment, an Education Board could, with the prior consent of the Minister of Education and subject to such conditions as he prescribed, pay out of its General Fund amounts up to but not exceeding £300 in any year on public educational displays, exhibitions, or projects held in conjunction with provincial celebrations.

---

[1] Amendments to the 1952 Regulations followed — No. 1 (1952/240), No. 2 (1953/164), No. 3 (1954/216), No. 4 (1955/185) and No. 5 (1957/14). The principal regulations referring to grants paid out of moneys appropriated by Parliament to the governing bodies of secondary. technical or combined schools were still the Post-Primary School Grants Regulations 1949 and their amendments (1952/117, 1952/239, 1954/217 and 1957/13) and the financial statements and balance sheets of those schools were kept according to the instructions contained in the Post-Primary Schools Accounts Regulations 1950 (1950/103).

The services officer was responsible for the direction and control of the buildings division; he prepared the annual building programme; he directed and supervised all activities leading to the acquisition of new sites, the maintenance of buildings and the carrying out of the minor capital works programme. The most important building development during the 'fifties was the adoption by the Department of a "white lines" policy — the white lines being the maximum cost per pupil and the fixed minimum standards of accommodation. [2] In 1955 the Board established the block plan schools in its District. The use of the primary prototype plan as developed for the Waterlea school (Mangere) was extended during the year to 12 other projects varying in size from 2 to 6 rooms. In the intermediate school field the prototype was Belmont; here the Board adopted a simplification of building form in order to make the provision of an assembly hall financially possible. The Board found the "white lines" policy to be a very complicated method for analysing tenders and limiting costs but it wisely withheld any comments until it had more experience of "a method of freeing local boards to devise plans suited to their purposes and of giving them an incentive to use this new freedom to get the best possible value for their money".[1]

---

[1] This Act repealed Section 31 of the 1914 Education Act.

[2] For a detailed description of the "white lines" policy see the *Report of the Minister of Education*, E.-1, 1954.

The chief clerk was responsible for the custody and care of staff records, the supervision of the record room and staff not attached directly to other divisions, the care and cleanliness of the office premises and other general housekeeping matters, the supply and issue of office equipment, furniture and stationery, School Committee elections and Board elections, the school cleaning requirements and payments to School Committees for cleaning services, the interviewing of parents who applied for exemption from zoning, the supervision of office motor cars and vehicles, and the enquiries, correspondence and insurance claims arising out of accidents to school children, teachers and office vehicles. The chief clerk was "persecuted with letters". He informed interested persons and clubs of the Board's latest views on Sunday play and the use of school buildings. In February, 1952, for instance, the Board resolved that when a school playing area was in close proximity to a school residence and Sunday play would have been disturbing to the occupying head teacher, then his consent had to be obtained. And in October, 1956, it approved in principle the use of school buildings for adult recreation and cultural activities. The chief clerk received complaints from parents who found it costly to clothe their children with intermediate school uniforms for only two years; although the Board approved of uniforms, no authority was given to headmasters to compel children to wear them and no parent could be compelled to purchase any item of clothing bearing school colours. The School Committees and the headmasters could decide upon their school colours but it was not necessary to have them registered. Akin to school colours were the mottoes, those "sentences of the cunningest wisdom, distiches of excellence, odes of the poet, stanzas sharp with the incisiveness of wit, that solve knotty points with but one stroke", which School Committees sent to the Board for its approval. The chief clerk was responsible for the approval of subsidies on voluntary contributions, the general administration of and liaison with special classes and special schools, Board and Committee agenda and minutes, statistical returns, and school attendance. Of the Education (School Attendance) Regulations 1951 that which troubled the Board was No. 7, — "Morning school shall not be extended beyond the ordinary closing time fixed in the school timetable, nor shall the interval between morning and afternoon school be curtailed. The afternoon school period as indicated in the school timetable shall not be omitted or curtailed on account of weather conditions, except in the case of individual pupils, to ensure their safe return home." The Board had not been consulted before the issue of the regulations and part of its by-law 78 stated, "When, in the opinion of the head teacher, a 'short' day is deemed to be advisable owing to the inclemency of the weather, the mid-day recess may be taken from 11.30 a.m. to 12 noon, and the afternoon school from noon to 2 p.m. provided that the hours for dismissal of the primer classes shall be left to the discretion of the head teacher." Other Boards did not feel any need to vary the terms of Regulation 7 but Amendment No. 1 (1954/63) added provisos to it which allowed a head teacher, with the prior approval of the School Committee, to curtail the lunch hour at the school by up to half an hour and to close the school correspondingly earlier where the weather conditions made it desirable in the interests of the pupils to do so. The Education (Terms and Holidays) Regulations 1954 (1954/145) prescribed the terms and holidays for primary and post-primary schools. [1]

---

[1] *Report of the Minister of Education*, E.1, 1955.

Truancy, often the first step to delinquency, appears as the result of one or a number of causes — low natural intelligence, poor nutrition, bad housing, chronic illness, unsatisfying school work, desire for adventure, an escape from unpleasant situations, emotional factors such as atypical epilepsy, and a lack of supervised facilities for recreation. At its meeting on 7 July, 1943, the Board had approved of the appointment of one or more visiting teachers to schools as an experiment in dealing with the problem. In a memorandum (9 August, 1943) to the Board the Director of Education had stated that in general the visiting teacher was a social worker attached to the school, responsible to the headmaster for dealing with problem children generally and especially with those cases where it was suspected that home and out-of-school factors were the main cause of the problem. The Board had approved the senior inspector's recommendation that Miss E. I. Casley of Beresford Street and Miss I. D. Earle of Maungawhau be nominated to the Department for temporary appointment as visiting teachers, the former to work in the Te Papapa and Onehunga schools, and the latter in the Napier Street and Beresford Street schools. They had taken up those positions on 18 October, 1943. The Education Amending Regulations, 1945 (1945/59) had made the positions permanent. In 1957 the Board's visiting teachers were Maude M. Heise (headquarters at Avondale Intermediate School), Mary S. Eaton (Point England), Christina McKenzie (Wesley Intermediate), Estella Green (Onehunga), Eva G. Wallbridge (Otahuhu), Dorothy Bates (Beresford Street) and Pera Jackson (Meadowbank). By that date their good work was not confined to primary schools but extended to non-Board post-primary schools. Under the Education (School Age) Regulations 1943, the Director or senior inspector could grant exemption from attendance at school if he were satisfied, with respect to any child who had attained the age of 14 years and who had completed the work of Form II, that the child would not be likely to derive any appreciable benefit from the educational facilities available at any convenient school or at the Correspondence School. A parent or guardian who permitted a child of school age who had not been granted exemption from attendance to be employed was liable to conviction and penalty. So light was the fine, however, that persistent offenders looked upon it more as a licence than a deterrent. The Education Board was required to ensure that all children of school age resident in the District of the Board were enrolled as pupils of a public school or of some other school. It was also required to make the best use of available facilities and accommodation. However, the *Education Gazette* of 15 February, 1944 stated that, if it were inconvenient for a pupil to attend a post-primary school, he had to be enrolled as a Form III pupil either at the nearest public school or at the Correspondence School. If, therefore, there were no facilities in the way of a Form III course at a primary school the pupil could be compelled to attend a post-primary school or, if this were inconvenient, to enrol at the Correspondence School. Where a Form III course was available, and accommodation permitted, he could continue attending a primary school. A person could not be apprenticed to many of the more desirable trades unless he had a minimum of two years of post-primary education. Many of the arguments advanced for permitting a 14-year-old child to cease attending school were based upon the opinion that it seemed hardly worthwhile for the child to go on to a higher school for a few months. Yet many of the children who had to go on in the first place simply because of Regulations, continued beyond the age of 15. Some parents rightly claimed that the higher schools did not adequately cater for those pupils who would be there for a short period, but several post-primary schools took steps to provide modified courses for short-term pupils. Some claimed that insisting upon the 14-year-old children proceeding to a high school until they reached the age of 15 was not in the interests of industry. W. Parsonage, the senior inspector, did not think this was a valid reason. "The better educated a person is", he said, "the better will be his industrial potential."

---

[1] For the general requirements of those regulations in respect of the next ensuing year see the *Education Gazette* of August in each year.

The supply officer was responsible for the control and direction of the manual and supply division which included the selection and development of school equipment and books, the supply of all types of teaching equipment, furniture and materials to the various types of schools, and the general supervision of equipment in schools; and his division acted as the co-ordinating and servicing division for manual instructors, agricultural instructors and nature study specialists. The Board handled a wide range of equipment and general school requisites, and in addition to supplying schools in its own area it made library books, nature study equipment and building supplies available to Maori schools, books, chalk boards, clocks and other requisites to the South Auckland Board, and various school equipment to post-primary schools. During 1956, 14,702 children received instruction in 44 manual training centres, 11 of which were attached to intermediate schools. Twenty-one schools conducted technical classes and 2 schools provided tuition in art for primary children outside school hours; the total number of students enrolled at those classes was 2201. Of that number, 930 attended classes taken by itinerant tutors; the Board was pleased with the interest shown by country women in the millinery and dressmaking classes. Expenditure for 1956 on nature study was £2249, of which £1867 was spent on equipment and the balance on information bulletins but the teaching of nature study was handicapped by the lack of specialist staff. When the Boards, in 1954, asked the Minister to appoint more itinerant instructors in agriculture Ball explained that the problem was mainly one of supply. Before 1950 the number of instructors had been decreasing and the nature study specialist scheme had been merely an endeavour to recruit more. The shortage of teachers in that field was a reflection of the shortage of science teachers generally. The names "nature study specialist" and "agricultural instructor", said Ball, were synonymous. At the beginning of 1956 the Board had one agriculture instructor and 3 itinerant specialists who were expected to serve 314 schools. The transport officer, of course, was responsible for the control and direction of the transport division. In 1956 the total cost of the conveyance services was £265,401 and that of boarding allowances £3449.

The staffing officer was responsible for the direction and control of the teachers' staffing and salaries division and the administrative action arising out of the staffing requirements of the Board's schools and institutions and the payment of salaries and allowances. He had the particularly onerous responsibility for the interpretation and operation of the Education (Teachers' Salaries and Staffing) Regulations, and the maintenance of good relations with teachers employed by the Board. A new salary scale for primary teachers was introduced in 1952 and one for post-primary teachers in 1953, and during the 'fifties regulations affected the leave of absence, grading, assessment, classification and appointment of teachers.[1] "The Education Amendment Act, 1955" gave statutory recognition to an agreement reached between the N.Z.E.I., the Boards' Association, and the Department to replace the numerical system of grading and appointing primary schoolteachers. Provision was made for an appointments committee for each Education District, consisting of one member appointed by the Education Board as chairman, the senior inspector of schools, and one member appointed by the Dominion Executive of the N.Z.E.I., to recommend to the employing Board its proposed appointee. The new scheme came into operation on 1 February, 1957. The powers of the School Committee had shrunk to a negligible amount. Once upon a time it had cherished the right to appoint and dismiss the teacher but in 1957 the Board sent to the chairman of the Committee, so as to reach him not later than ten days before the day on which the appointment was to be made, the name and academic qualifications of the teacher recommended by the appointments committee and the date on which the teacher was to be appointed; the School Committee, that one-time guardian of the secular system, was invited to make comments if it so wished. How were the mighty fallen in the course of 100 years!

The research officer reported on the future requirements of urban and rural areas for primary, intermediate, district high and post-primary school facilities, including manual instruction, provided surveys showing where future schools would be required and determined the extent of accommodation in each year's building programme, made recommendations on the zoning of pupils and the fixing of school boundaries, compiled statistical information in relation to such future school requirements as buildings, sites, equipment and teachers and he assisted in the establishment and working of special schools. Society has accepted an obligation for the welfare of those who suffer any disability of mind or body or maladjustment due to social handicaps. The services of that nature which the Board administered were for the intellectually handicapped, those with defective vision and speech, those with specific reading disabilities, and for the children with cerebral palsy.

---

[1] The Teachers' Leave of Absence Regulations 1951 (1951/128), the Education (Grading of Public School Teachers) Regulations 1948, Amendment No. 2 (1951/237), the Teachers' Appeals Against Classification or Grading Amending Regulations 1952 (1952/182), the Education (Grading of Public School Teachers) Regulations 1948, Amendment No. 3 (1954/249) and the Education (Assessment Classification, and Appointment) Regulations 1957 (1957/5).

From September, 1951, the Institute for the Care of Backward Children in Upper Queen Street (formerly Belgium Street) was known as Sunnydene. Admission was restricted to children who were 5 years of age or over but under 18, and whose intelligence quotient was below 50. In 1957 the school was attended by 24 boys and 21 girls ranging in age from 5½ to 17 years. The staff consisted of the head teacher, Margaret Matangi, and four lady assistants, all of whom were certificated teachers. The school day began at 9.15 a.m. and ended at 2.30 p.m., each period averaging fifteen minutes. The emphasis was on social training, and handicrafts, hobbies, music, stories, speech and physical training took a prominent place in the work. The accommodation at Sunnydene was inadequate for the number of children who attended and those who were awaiting entry; those who left at 18 could attend the school in Symonds Street organized by the Intellectually Handicapped Children's Parents' Association. Some parents who lived in a wide area about Otahuhu had advocated the establishment of an occupational centre because some of their children were without playmates or education of any kind. After the first meeting in 1951 arrangements were made to hire the Otahuhu Amateur Athletic Hall for two days per week; the school was later moved to larger rooms belonging to the Otahuhu Amateur Wrestling Club. When the number of pupils required for the registration of an "occupational centre" was reached the Education Board suggested that a new centre should be built and so a new building, consisting of two big rooms with dividing doors, a study, kitchenette, teachers' cloak room and two cloak rooms for the children, was opened on 1 February, 1956 with Miss P. E. Cooper as the first official teacher and with 21 children on the roll. The first Committee decided to name the school "Mt Richmond", and invited the Minister of Education to open it officially on 21 July, 1956. An advisory committee of experts arranged for the examination and selection of children to attend the centre. There was a marked interest in and enjoyment of the music lessons; the children were intensely interested in rhythm. Many of them used their hands correctly and were able to do fretwork and to make handwork models. With patient training the upper-level children who had neither physical nor emotional disabilities acquired such basic skills as very easy arithmetic and reading, telling the time, using the telephone, and handling small amounts of money.

In 1951 there was set up, largely through the initiative of the senior inspector, H. G. Johnston, a committee consisting of representatives of the Headmasters' Association, Teachers' College and the inspectorate, for the purpose of making recommendations in connection with the problem of children who, for various reasons, had developed special disabilities — the main one being a marked retardation in reading — although their general intelligence was normal or above normal. With large classes it was not possible to give adequate treatment in the schools. Johnston had been previously chairman of the tutorial committee which controlled the Christchurch clinics. On the committee's recommendation an instruction course for 18 selected teachers was held at the Teachers' College in May, 1953. The course was designed to assist the non-specialist classroom teacher in methods of preventing reading disabilities and their early treatment and as a result of discussions and investigations made in connection with the course the Education Board was asked to assist in establishing a clinic for primary school pupils who suffered from severe special disabilities in reading. Formal application for the approval of the establishment of a remedial reading clinic in Auckland was made on 28 October, 1954. The Education Department showed some concern over the proposal to restrict admissions to children with I.Qs. above 90 and E.Qs. below 85.[1] The Auckland committee had envisaged dealing with children of normal and above-normal intelligence who would therefore make fairly rapid progress; with the 80-90 I.Q. group the programme in remedial reading tended to be very slow. The Board advertised early in 1955 for a teacher to take charge of a remedial reading centre to be established at Newmarket. Applicants were required to have a special interest in remedial teaching and an adequate background of University work in Education. Mrs Barbara Gordon was appointed and the reading clinic opened on 1 August, 1955, with a roll of 11 boys between the ages of 9 and 12½ years.[2] The reading clinic in Auckland was given the name of Newmarket Remedial Reading Centre and its premises were in a room made available in the Newmarket primary school in Gillies Avenue. The pupils travelled to the centre from their own schools for hourly appointments about two or three times a week.[3] When the children travelled by bus their fares were refunded to the parents by the Education Board. The first children on the roll were drawn from Cornwall Park (1), Normal Primary (3), Onehunga (5) and Te Papapa (2). Some children attended for only two terms while others remained for two years, depending on such factors as interest in reading, attitude to work, the emotional reaction of the child to failure, and home and school conditions. Cases were referred by headmasters, parents, teachers, medical officers or other persons concerned with a child's welfare but it was necessary to have the consent of the parents and it was desirable to have their willing

---

[1] Education quotient is an index of the extent of the retardation in relation to chronological age.

$$\text{E.Q.} = \frac{\text{Educational Age (Reading Age)}}{\text{Chronological Age}} \times \frac{100}{1}$$

The intelligence quotients were determined from Binet intelligence tests or the Wechsler intelligence scale for children.

[2] There was a notable tendency for more boys to lag in all language functions and in all remedial reading clinics the percentage of boys was high.

[3] The appointments varied from one to five weekly visits depending on the need and other circumstances. In one case, a boy from a secondary school, with considerable retardation in all basic subjects, was taken from 9 a.m. to 12 noon on four mornings a week.

co-operation. Children had to go either to the Department of Education psychologists or to the Department of Health psychologists for assessment before having their names placed on the waiting list. In some cases children who had been referred to the psychologists for behaviour or health problems were found to have a specific disability in reading.

On 8 March, 1954 the Cerebral Palsy Day School was opened at 179 Gillies Avenue, Epsom, with a roll of 7, and with Miss M. D. Aitken as its first teacher. On 19 December, 1956, R. A. Dickie, chairman of the School Committee, recommended that the name of the school should be changed to the Carlson School for Cerebral Palsy to commemorate the work of Dr E. R. Carlson of New York. It was largely due to Carlson's inspiring example that the Cerebral Palsy Day School had been formed in Auckland, and on 6 February, 1957, the Board approved the change of name. The school was a single-storied building consisting of three classrooms, one physiotherapy room capable of taking two therapists, two occupational therapy rooms, a speech therapy room, dining room, staff room, office and toilets, and the caretaker's flat. Throughout the school there was special equipment for the pupils — chairs with necessary attachments such as armstraps and head-rests, adjustable tables, devices to aid in holding pencils and eating utensils, typewriters for those who could not hold pencils, and special books and equipment to suit individual children. As far as possible the children used normal equipment to prepare them for a normal social environment. A high proportion of staff to pupils was necessary for the training of the children who were selected for admission by a panel consisting of a psychologist, a physician and an orthopaedic specialist. They had to be educable and capable of taking advantage of the facilities offered. Since it was impossible to assess their capabilities at a short interview the children were admitted for an indefinite probationary period. Special emphasis was placed on language and reading, writing and lettering, elementary number, and cultural and general knowledge. Children were withdrawn from the school if, after the probationary period, they proved unsuited for the school; they left when they reached the age of 15 years and were considered to have reached the limit of their physical and mental capacity, or when they reached the age of 19 plus if they were continuing to make satisfactory progress and if there was no suitable alternative; they left, too, when they were considered fit for transfer to an ordinary school.

Except for a few children who received their instruction at the Institute for the Blind,[1] there was no provision in Auckland for partially-sighted children until the Board opened its class at the Newmarket school on 1 February, 1956 under Noelene Brownlie; C. J. Hayden took charge of the class of 14 children on 5 November. Defects in the eyesight of primary schoolchildren had been brought to the Board's notice by the Farmers' Union in December, 1917 and Dr Elizabeth MacDonald, commenting on its observation had enumerated some of the school conditions which she thought might have contributed to eyestrain — insufficiently lit rooms, insistence on accurate work from Standards I and II, the sudden change over from free blackboard writing in the primer classes, and the teaching of sewing rather than knitting in the lower Standards; she also thought that increasing attendance at picture shows was another important factor. The years passed with the Board receiving advertisements for eye-shades and magic ointments, advice from Harley Street ophthalmologists, and encouragement from Auckland parent-teacher associations to establish a "sight-saving" class, but nothing was done before September, 1952 when the Board approved the establishment of a class; in January, 1956 the Department gave permission for the class to be opened. The Board provided everything that was required to make it a success, but the training of future teachers, the use of specialist opinion and examination, the methods of dealing with those suffering from defective vision, hyperopia, progressive myopia and non-communicable diseases of the eye, and the matter of temporary and flexible enrolment in the class were questions reserved for the Education Department to solve.

---

[1] Both the Scottish report *Pupils who are Defective in Vision* (1950) and the Ministry of Education pamphlet *Special Education Treatment* (1946) stated that partially sighted should not receive their schooling in institutes for the blind.

In 1957 the Board's speech therapists were Nona Brooker, who had succeeded C. Browne as senior therapist in 1951, and Valerie Lewis (Grafton: May Road on Tuesdays), Yvonne Tyler (Otara Intermediate: Papakura on Wednesdays), Nancy E. de Louw (Newmarket), Delvis Taylor (Avondale), Christine McDonald (Takapuna), Judith Jenkins (Tamaki), Veronica Fewtrell (Newton Central), Yvonne Blennerhassett (Wilson Home), Kathleen Lush (Carlson School) and Mary Reid (Whangarei). Public interest in speech therapy increased when the Auckland Speech Therapy Association was formed in March, 1953. Under the chairmanship of T. A. Murphy, with a strong committee of medical and dental specialists, speech therapists, headmasters and parents, it secured improvements in Auckland clinics and better facilities for speech therapy in general. Like all other teaching bodies the speech therapists had their own particular problems — the length of training required, the inadequate provision for country children, the little that was done for pre-school and secondary schoolchildren and adults, the lack of male therapists, the need for books, construction toys, painting and modelling material, hearing aids, tape recorders and other equipment. The attitude of the Board and its officers to the handicapped children was one of constant sympathy and generous assistance. The office service which they rendered was satisfying to a limited degree; but they were denied the exhilaration which comes to those who initiate movements and organize their development. The Board passed on suggestions to the Education Department and applied to it for funds; but as an educational body it made no contribution to such problems as the content of special education, the teaching of hygiene and domestic subjects, the formation by the public of appropriate attitudes and values, and the training and supply of teachers of handicapped children, and it was not in a position to encourage research in the psychology and education of physically disabled children.

The research officer acted as a general liaison officer between the Board and all specialist teaching activities, including training colleges; he checked the town planning schemes which were submitted by local authorities and advised the Board on matters relating to school sites.

"The Town and Country Planning Act, 1953" made provision for the creation of Regional Planning Authorities and it required boroughs and counties to plan their areas for future development and to classify them as residential, rural, commercial or industrial zones; schools had to be provided in growing localities and the research officer had to keep abreast of Auckland's growth and development. The population of the Auckland urban area in 1956 according to provincial census figures published in August was 380,412. The increase of 51,289 on the 1951 census figures was 12,843 more than the total increase for Wellington and Hutt, Christchurch, and Dunedin. In the five years following the 1951 census the Auckland Province had gained 116,421 in population or nearly half the total increase for the Dominion which amounted to 232,878, and in 1956 the population of Auckland Province was slightly more than three-eighths of the population of New Zealand. The Province also contained about 75 per cent. of the Dominion's Maori population. Although islanders settled in central Auckland in increasing numbers the oldest inner boroughs lost some of their population as people began to move towards Howick, Papakura and the North Shore; growth in housing was particularly fast in Mt Roskill and Tamaki, while the uncontrolled sprawl continued, especially around Glen Eden, Te Atatu and Titirangi. The trend towards urban living and the drift to the Auckland Province combined to make Auckland the largest and fastest growing centre of population in New Zealand. In 1936, 28 per cent. of the Dominion's town and city dwellers resided in Auckland but in 1954 the figure had risen to 31 per cent. Auckland's development was influenced by its function as a port, as a manufacturing centre, as a commercial and distributing centre, and as a residential area. The Province had 38 per cent. of the Dominion's manufacturing establishments, 39 per cent. of its workers and 42 per cent. of the invested capital. In the 'fifties land in mid-Queen Street cost between £2250 and £3468 per frontage foot, and during those years plans were made for, or building was actually in progress on, a national women's hospital at Green Lane, Freyberg wharf at Mechanics' Bay, Civil Service offices, the city administration block off Grey's Avenue, State flats in Grey's Avenue, the Magistrate's Court, the city council car-park building in Britomart Place, the London and Lancashire Insurance building in Shortland Street, the Colonial Sugar Refining Company's office in Fort Street, a new Tasman Empire Airways passenger terminal in Customs Street, railway marshalling yards at Westfield, the Australian Mutual Provident Society building in Queen Street and the reconstruction of the Majestic Theatre into arcades of shops. There were, however, still slums in Freeman's Bay, fumes at Westfield, power restrictions, traffic congestion and transport confusion, ugly housing settlements, disgustingly primitive sanitary conditions at Eden Park, and 60,000 in the metropolitan area without a sewerage system. Predictions made during the 'fifties gave Auckland's population in 1975 at about 550,000; on that estimate, and taking the children of between 5 years and 16 as 20 per cent. of the population, the school population then would be at least 110,000 — one reason why there may be one Education Board for Metropolitan Auckland alone within ten or twelve years after 1957.

CHAPTER 48

NINETEEN HUNDRED AND FIFTY-SEVEN

In March, 1957, Elizabeth II had been on the throne for just over five years. In the Queen's Speech, delivered on 6 November, 1956, she had announced that with the Duke of Edinburgh she would pay State visits in 1957 to Portugal, France and Denmark. The Government would continue their efforts to achieve a just settlement of the many problems which had arisen from the grave situation in the Middle East. Members of Parliament were informed that a Bill would be introduced to grant independence to the Gold Coast under the name of Ghana and that it was the intention of the Government that independence should take effect on 6 March, 1957. They were also told that Orders in Council would be laid before them to provide for the constitution of the new British Caribbean Federation. In trade, the Government intended to foster the traditional and established Commonwealth preferential system but at the same time it attached great importance to increasing and strengthening economic co-operation in Europe. And in education, the Government proposed to press on with plans for expanding technical education and to give a high place in its building programme to new schools. The previous years had been marked by restless violence both at home and abroad. In 1951 the General Assembly of the United Nations condemned Communist China as the aggressor in Korea, the New Zealand Government declared a state of national emergency during a serious waterfront strike, the Persian Cabinet appointed representatives to take over all Anglo-Iranian Oil Company installations in Persia, and King Abdullah of Jordan and Liaquat Ali Khan, prime minister of Pakistan, were assassinated. In 1952 the Republican Eisenhower was elected President of the United States, the Egyptian army under General Naguib seized power in Cairo and King Farouk abdicated, Eva Peron died, King Talal of Jordan was deposed and his son, Hussein, proclaimed in his stead, and Britain's first atomic weapon was exploded at the Monte Bello Islands. Stalin and Queen Mary died in 1953, the Americans at last executed the Rosenbergs, the Mau Mau terrorists began their "open war" in Kenya, Britons were attacked in the Suez Canal zone, the Sultan of Morocco was banished, and the year ended with the Tangiwai rail disaster in which 135 lives were lost. During 1954 Vietminh rebels continued their activities in Indo-China, tension rose in Morocco, Naguib was displaced by Lieutenant-Colonel Nasser, the Syrian Army revolted and the president resigned, left-wingers demonstrated in British Guiana, Britain agreed to leave the Suez Canal zone within 20 months, British dockers went on the worst strike since

1926, and a Royal Commission on espionage conducted enquiries in Australia. In 1955 President Remon of Panama was assassinated, Malenkov was succeeded by Marshall Bulganin as Soviet premier, Britain announced its intention of making H-bombs, Churchill resigned and Eden became Prime Minister, Cyprus complained to the United Nations of British repression, and there were riots and demonstrations in India, the Argentine, Nantes and French North Africa. In 1956 Archbishop Makarios of Cyprus was deported to the Seychelles Islands, Malenkov — and later, Bulganin and Khruschev — toured Britain, there were riots in Alabama, the United States exploded a hydrogen bomb over the Bikini atoll and on the following day the first British commercial atomic power station went into operation. But for most of the year the world's attention was fixed on the Middle East where the situation was indeed grave. Egyptian commando forces raided Israeli territory, Egypt, Saudi-Arabia and Yemen signed a military pact, Egypt seized the Suez Canal in spite of international guarantees, Israeli forces entered Egypt, and on the day before the Queen's Speech, British paratroops landed in Egypt. Two days after the Speech, the United Nations called upon Britain, France and Israel to leave Egypt and as the year ended Egyptians blew up the statue of De Lesseps and an international force started to clear the Suez Canal.

When the New Zealand Parliament met in June, 1957, the text of the Governor-General's Speech was read by the Speaker, the Hon. Sir Matthew Oram. It referred not only to New Zealand's pledge to give active support to the United Nations, the other Commonwealth countries and the United States, and to the South-East Asia Treaty Organization and the Colombo Plan, but also to instability in the Middle East, the Arab-Israeli problem, thermo-nuclear weapons, and threats to national freedom and human liberties. "In the international sphere over the past year," read Oram, "there is little that is encouraging, and much, indeed, that gives rise to deepening concern." Members were told that New Zealand's economic problems were "those associated with rapid expansion and a high level of demand both for capital and consumer goods" and they heard a little about land development in Southland and Westland, the expansion of road transport, the important rôle of aviation, the coal-fired steam station near Mercer and the harnessing of geothermal steam at Wairakei, good industrial relations, housing, extensive building programmes for some of the university colleges, assistance given to technical and agricultural education, the inoculation of children against poliomyelitis, the well-being of the Maori and the people of the Island Territories, and the revision of the Crimes Act. The Ministry saw no cause for complacency in matters relating to New Zealand's export trade and Oram prayed that Divine guidance would attend its deliberations.

But the 'fifties were not beset with dismal events alone. Indeed they were a period of remarkable contrasts. New Zealand visitors to Britain in 1951 were extended a hearty welcome by the High Commissioner, the Rt Hon. W. J. Jordan. It was Festival of Britain year, not only marking the centenary of the Great Exhibition of 1851 but also presenting the contemporary British way of life and the nation's contributions in science, technology, industry and the arts to civilization. The Festival was opened officially on 3 May. A month later the King conferred a barony on New Zealand's Governor-General, Sir Bernard Freyberg.[1] The nation mourned when George VI died in his sleep at Sandringham House in the early hours of Wednesday, 6 February, 1952. "With the new reign," said Churchill, "we must all feel our contact with the future. Let us hope that the accession of Queen Elizabeth may be the signal for the brightening of hopes for the human scene." In May a B.O.A.C. turbo-jet airliner, the Comet, reached Johannesburg after its inaugural flight from London in the world's first jet airliner service. On 2 December, Sir Charles Willoughby M. Norrie assumed office as Governor-General of New Zealand. 1953 was Coronation Year. New Zealand children received souvenir folders at the conclusion of school ceremonies on 29 May, post-primary schoolchildren received a special souvenir bulletin entitled *The Coronation,* and each post-primary school, the Training Colleges, and the Board received framed, coloured photographs of Her Majesty, and all schools were closed on 1 June for the observance of the Queen's birthday and on the 2nd for Coronation Day. Churchill was knighted, Gordon Richards won his first Derby, Hillary and Tensing reached the summit of Everest (29 May), the New Zealand Court of Arbitration granted a 10 per cent. wage rise, and on 23 December the Queen and the Duke of Edinburgh arrived in Auckland. In 1954 Yvette Williams broke the world record for the broad jump with a leap of 20ft. 7½ins. at Gisborne, R. G. Bannister ran a mile at Oxford in 3 min. 59.4 sec., Australian J. Landy ran the same distance at Turku, Finland, in 3 min. 58 sec., and the Empire Games were held in Vancouver; on 29 October the Auckland Harbour Bridge contract was signed; the centenary of parliamentary government in New Zealand was celebrated in Auckland on 24 May; and in September the Special Committee on Moral Delinquency in Children and Adolescents (chairman, Dr O. C. Mazengarb) submitted its report and recommendations. In 1955 there was some discussion on a university site in Hobson Bay, the first Kawerau newsprint was produced at the end of October, in November the Rimutaka tunnel was opened and Mangere was chosen as Auckland's international airport, and in December the Comet III flew from Sydney to Auckland in 2 hours 40 minutes. The year 1956 opened with the laying of the foundation stone of Auckland's austerity harbour bridge and with the knowledge that New Zealand had a record deficit in overseas trade balances; the Roxborough turbines were put into operation, a dolphin brought fame to Opononi, towards the end of the year a petition was presented to the House of Representatives by the Roman Catholic Holy Name Society on behalf of "Catholic" parents who sent their children to private schools but so extremely naïve was it that no responsible parliamentary Select Committee could possibly have supported it,[2] and in December the Auckland office of the State

---

[1] Sir Bernard Freyberg had been appointed Governor-General of New Zealand on 15 February, 1946, and had assumed office on 17 June of the same year.

[2] The Select Committee on Education comprised D. M. Rae, chairman (Eden), R. M. Algie (Remuera), the Rev. C. L. Carr (Timaru), A. J. Davey (Waimate), W. W. Freer (Mount Albert), A. E. Kinsella (Hauraki), D. M. McKay (Marsden), Mrs E. E. McMillan (North Dunedin), T. T. Murray (Stratford) and P. O. S. Skoglund (Palmerston North).

Advances Corporation completed the sale of its 4000th State house.[1] In the world of speed and sport Peter Twiss piloted a Fairey Delta plane at 1132 m.p.h., the Olympic Games were held at Melbourne, New Zealand successfully accounted for the visiting South African rugby footballers and on 13 March won its first cricket test match when it defeated the West Indies in Auckland. Edward E. Vaile, aged 86, son of Samuel Vaile and pioneer of the pumice and conqueror of the wilderness, the Rev. Jasper Calder, J. F. Roberts, former head teacher at Te Awamutu District High School, Meadowbank and Newton West, A. F. Burton, for many years head teacher at Te Aroha, and C. W. Boswell, from 1944 to 1949 New Zealand Minister to Moscow, died in 1956. Among those whose passing in the 'fifties stirred the memories of Aucklanders were E. C. Firth, aged 83 years, son of the miller J. C. Firth, Dr Hilda M. Northcroft, Henry Gilfillan, aged 93, once a pupil of Farquhar Macrae, Miss Lilian P. Wakefield, daughter of Edward Jerningham Wakefield, and J. Victor Macky, grandson of the Rev. John Macky, in 1951, Canon P. S. Smallfield, aged 93, an early head teacher at Mt Eden and headmaster of St John's College, W. R. Wilson, formerly chairman of directors of the *New Zealand Herald,* through whose generosity the St Leonard's property at Takapuna was given as a home for crippled children, the Ven. Archdeacon E. M. Cowie, aged 82, Princess Te Puea Herangi, W. R. Worsley, for years chairman of the Dargaville District High School Committee, Oliver Nicholson, aged 87, W. E. Burley, former master at Seddon Memorial Technical College, W. T. Keesing, champion swimmer and brother of Felix M. Keesing, and C. L. Shepherd, headmaster at Vauxhall, in 1952, Vryn Evans, headmaster of Northcote College, Professor J. P. Grossman, J. Caughley, former Director of Education, Miss Constance M. Colegrove, principal of the Auckland Kindergarten Association for 25 years until her retirement in 1949, Spenceley Walker, E. H. Schnackenberg of Kawhia, aged 84, son of the Methodist minister, the Rev. C. H. Schnackenberg, W. J. Cahill, headmaster of Blockhouse Bay at his retirement in 1934, Miss Annie C. Morrison, aged 83, first headmistress of Epsom Girls' Grammar School, H. C. Grierson, former city architect and nephew of James Grierson, G. K. Hamilton, aged 71, former chairman of the Board, in 1953, Mrs Janet A. Ohlson, aged 93, widow of F. J. Ohlson, the Rev. Lionel B. Fletcher, son of John Fletcher, once headmaster of Wesley College, H. A. Sommerville, former secretary of the Auckland Hospital Board and son of the Rev. Robert Sommerville, Miss Blanche E. Carnachan, M.B.E., J.P., A. J. Stallworthy, former M.P. for Eden and son of John Stallworthy of Northern Wairoa, G. E. Spooner, aged 74, former Board Member and prominent Methodist, and W. W. Bird, former chief inspector of primary schools and an authority on the Maori language, in 1954, and Dr J. Hardie Neil, Mrs Jessie W. McKenzie, aged 101, who arrived in Waipu on the barque *Ellen Lewis* with the original migration from Nova Scotia and whose father, Hugh McKenzie; started the first school at Kauri, near Whangarei, A. S. de Montalk, Professor H. Hollinrake and Sir John R. Reed, aged 90, former Supreme Court Judge and solicitor of the Education Board, in 1955. In the early months of 1957 Pakistanis rioted in sorrow and anger at the incorporation of part of Kashmir with India, a military government took control of the eastern region of Indonesia, and the New Zealand Government Service Tribunal refused the application for "equal pay" for women. On 10 January, Sir Anthony Eden resigned as British Prime Minister and on 21 February, with Lady Eden, he arrived in Auckland for a holiday. On 24 February, the Duke of Edinburgh was given the title of Prince. Just 100 years before 12 March — on 12 March, 1857 — the Rev. David Bruce, Joseph Brennan, Archibald Clark, Thomas Cheeseman, Henry Jervis, the Rev. John F. Lloyd, Loughlin O'Brien, William Phillips and the Rev. Alexander Reid had met at the Mechanics' Institute as the first Auckland Board of Education.

---

[1] These houses had first gone on the market in July, 1950. The first State house tenant in Auckland had been installed at Orakei in December, 1937, by Savage. By 1956 the largest State suburb was Tamaki.

During the 'fifties, when the price of books began to soar, some of the most popular works published were Thor Heyerdahl's *The Kon-Tiki Expedition* (1951), Dylan Thomas's *Collected Poems,* Hemingway's *The Old Man and the Sea* and Laurens van der Post's *Venture to the Interior* (1952) and Kingsley Amis's *Lucky Jim* (1954); numerous war books — not all so good as *Boldness Be My Friend* (1953) — appeared between paper covers; and public libraries placed on their shelves works by W. H. Auden, Louis MacNeice, Osbert Sitwell, Henry Green, Anthony Powell, H. E. Bates, Paul Bowles, Cesare Pavese, Alberto Moravia and C. S. Forester. Patrons of the arts were given the operas *Billy Budd* by Benjamin Britten and *The Pilgrim's Progress* by Vaughan Williams in 1951, they argued over the *Unknown Political Prisoner* in 1953, and in 1956, the year which marked the 25th anniversary of the death of Pavlova, they welcomed the Bolshoi Ballet to Covent Garden and delighted in the grace of Galina Ulanova; in 1956, too, the 200th anniversary of Mozart's birth and the 100th anniversary of Schumann's death were suitably commemorated. Theatregoers saw works written by Shakespeare and Peter Ustinov, Rattigan's *The Deep Blue Sea* and Knott's *Dial M for Murder* (1952), *South Pacific* (1951) and *Salad Days* (1954). Film "fans" attended *Beaver Valley,* and *La Ronde* in 1951, and *The Sound Barrier* and *Cry the Beloved Country* in 1952; they looked through polaroid spectacles at 3-D or stereoscopic films and in *The Robe* they saw the first production in cinemascope; *Les Jeux Interdits* and *Genevieve* followed in 1953, *The Divided Heart* in 1954, *The Vanishing Prairie* and *The Ladykillers* in 1955 and *A Town Like Alice* and *Reach for the Sky* in 1956; among the best of the actors were Robert Donat, Ralph Richardson, Laurence Olivier, Vivien Leigh, John Gielgud, Marlon Brando, Simone Signoret and Yvonne Mitchell, but artists everywhere mourned the loss of Gertrude Lawrence (1952), Sir Godfrey Tearle, Eugene O'Neill, Kathleen Ferrier and Roger Quilter (1953), and George Robey and Henri Matisse (1954). Auckland, as well as Edinburgh, nursed the arts and its citizens, both young and old, without wishing either to be regarded as Philistines or "to rank as apostles in the high aesthetic band", flocked to see and hear Louis Kentner, Jan Smeterlin, Colin Horsley, Shura Cherkassky and Witold Malcuzynski, Harold Williams, Ronald Dowd, Andrew Gold and Glenda Raymond, Leon Goosens, Max

Rostal, the National Orchestra and Warwick Braithwaite and James Robertson, the New Zealand Players and John Trevor, Bryan Ashbridge and Rowena Jackson, Eric Westbrook and Peter Tomory, Owen Jensen and Oswald Cheeseman, Claude Laurie and Harry Luscombe, A. R. D. Fairburn, Sydney Musgrove, John Reid and M. K. Joseph. In the many games of Auckland life, the boating and fishing of 1857 had by 1957 assumed the more thrilling names of yachting and angling, and to them had been added swimming, tennis, bowls, cricket, golf, hockey, snow sports, racing and rugby. Auckland's newspapers compared favourably with those in other cities and countries. Visitors from overseas were impressed with the space given to education and there was no doubt that the display of local interest in education which was attributed to Board-Committee-householder relations could not have been so strong had it not been for newspaper reports of Board business — especially on the many occasions when Treasury refused to grant sufficient funds for building. Science continued to divide into special fields such as astronomy, meteorology, nuclear physics and cosmic rays, aeronautics, oceanography, archaeology, anthropology, biology and so on, and partly because of that and partly because scientific research required direction and funds, it was science and technology more than anything else which showed that increased state control was inevitable. During the years from 1857, or more particularly from 1878, educational administration had developed into a large industry and the impact of technical trends on management and labour was bound to affect it. For Board members and officers to avoid facing up to the second industrial revolution being brought about by cybernetics and automation and adapting themselves to it, would be to court extinction. Under full automation man-power is required only "to mind and maintain machines, to do some of the clerical work"[1] and to carry out some managerial functions. "The first industrial revolution, the revolution of the 'dark satanic mills'," says Wiener, "was the devaluation of the human arm by the competition of machinery. The modern industrial revolution is similarly bound to devalue the human brain at least in its simpler and more routine decisions. Of course, just as the skilled carpenter, the skilled mechanic and the skilled dressmaker have in some degree survived the first industrial revolution, so the skilled scientist and the skilled administrator may survive the second. However, taking the second industrial revolution as accomplished, the average human being of mediocre attainments or less, has nothing to sell that it is worth anyone's money to buy."[2] The accountant who aspires to Board membership in order to redress educational finance alone will have to prove that he is a more efficient robot than an electronic "brain". Since — to give only one example — the Lyons Electronic Office in England in 1956 could calculate the payroll for 10,000 employees in about four hours it is not beyond the bounds of possibility that the central Education Department could pay the Dominion's teachers as effectively as ten Boards using orthodox machinery. Although electronic computers surpass human beings in speed and accuracy they fortunately do not compose the questions to be answered. Automation's impact on education goes beyond office computing; it involves the status of technical education and the training and provision of technologists, technicians and craftsmen; it involves all the means of mass communication; and it demands that the training of teachers must be of the highest order. In the education system the men who compose the questions and programme the machinery will always be the professional, as distinct from the administrative, education officers.

---

[1] *Automation* (Department of Scientific and Industrial Research; H.M.S.O., London, 1956).
[2] N. Wiener, *Cybernetics* (New York, 1948).

In most countries throughout the world educational authorities gave thought to the increasing number of school and university failures, juvenile delinquency and moral values in education, the rapid development of technical and vocational education, the serious shortage of teachers, Christian values and society, and religious teaching in a world of conflicting loyalties, the growing opposition to the deficiencies in the philosophy underlying "progressive" education, politics and education, the difficulty of providing funds to meet the rising costs of education, and the provision of school places to cope with the sudden rise in school populations. Visitors to England were impressed by the purposeful activity in infants' rooms, the periods of collective worship, the school journeys, the excellence of Sixth Form work, the grants made to students, experimentation within the schools, the freedom enjoyed by individual schools modified of course by the examination requirements of professional bodies, and the so-called social revolution that was taking place through the inordinate amount of intelligence testing and the preparing of 10-year-old children for an examination which would largely determine their adult place in society. By preserving its system of decentralized control of education England ensured the continuity of its fantastic system of transfer from primary to secondary education whereby all reference to equality of opportunity or to a democratic spirit in education was a hollow mockery. In one respect the English form of decentralization was similar to New Zealand's; while Education Boards received a never-ending stream of Orders in Council, English and Welsh local education authorities received similar statutory and provisional rules and orders, and administrative memoranda relating to school-age, school attendance, grants, annual payments, standards for school premises, scholarships, milk and meals, annual statements, handicapped pupils, remuneration of teachers, training of teachers, technical state scholarships, art examinations, diplomas in electrical engineering, vocational training, vaccination, building procedure, and so on — regulations and circulars without end. While they were not preoccupied with promotion tests and cramming children with intelligence tests, Scottish primary teachers extended their use of group methods of instruction and at the same time returned to earlier standards of speed and accuracy in arithmetic; teachers experimented with the 3-year junior secondary school but difficulty was encountered when an attempt was made to adapt the content of the curriculum and the methods of teaching to suit varying abilities and aptitudes in the traditionally academic schools. In France any educational reform movement was looked upon suspiciously as perhaps bearing the taint of communism and the centralized educational system, with its extremely high cultural standard set before relatively few bright secondary-school children, continued to deprive local administration of any initiative and to confine its activity to little more than routine paper work. In Japan the recently-created boards of education found that their authority was limited because they had no real financial power and autonomy. In the United States a new Federal Department of Health, Education and Welfare with cabinet status was established and the Administrator of the former Federal Security Agency took the title of Secretary. Americans still debated the extent to which the Federal Government should become involved in the conduct and control of education; they were also concerned with raising the prestige of the teaching profession, meeting the challenge of gifted children, instructing children in the responsibilities of citizenship through pupil-teacher planning and "group dynamics", and justifying their methods against the criticism that the anti-intellectualism of American education was conducive to dull mediocrity. In Victoria the State Department carried out research into the problems of acceleration and retardation, special furniture for physically handicapped children, the Italic system of writing, the Cuisenaire method of teaching number and the Laban theory of movement in physical education — all subjects about which local school committees or lay education boards, either in Australia or New Zealand, would have had little or no knowledge. In Australia generally there was a considerable amount of research in the primary school subjects, especially reading and spelling. New South Wales made a survey of standards of arithmetic in its primary schools, it re-examined the primary school course in social studies, and it surveyed the programme for the final year of secondary study and for the first tertiary year. But in this State which the centralizing Strong was so fond of quoting, the most interesting development was the departmental decentralization of education in order "to make it possible for the administrative work of the Department to be performed with greater despatch and efficiency, to make it easier for the Department to adopt the details of its administration more closely to the special features and needs of the major regions of the State, and to build up in the area an active interest in educational services".[1] In New Zealand teachers experimented with various forms of ability grouping, parent-teacher associations grew in number, committees revised the syllabuses in reading, music, handwork, physical education, English and social studies, the Education Department publications branch maintained its excellent standard, classes were provided for foreign-speaking children and adults who settled in the Dominion by arrangement with the International Refugee Organization, a review was made of the forms and records used in primary schools, changes to the School Certificate were considered, apprentices received technical training at both evening and day classes, "The Child Welfare Amendment Act (No. 2), 1954" extended the meaning of the expression "delinquent child", "The Auckland

---

[1] Dr H. S. Wyndham, Director-General of Education in New South Wales, in the Frank Tate Memorial Lecture, 14 May, 1954.

University College Act, 1954" consolidated and amended enactments relating to the Auckland University College,[1] and teachers remained unprotected from unfounded charges laid against them by children.

At the Education Convention conducted by the Board at the Auckland Teachers' Training College in May, 1954, papers were read on "New School Buildings" (A. B. Miller), "School Transport" (J. Hume), "Maintenance of Schools" (S. Sayers), "Staffing of Schools" (H. P. T. Willis), "The Financial Responsibilities of School Committees" (R. H. Barker) and "The Administration of Schools by Education Boards and School Committees" (G. H. Shorland). And at the Convention for School Committees which the Board held in September, 1955 addresses were again given by Shorland, Miller, Willis and Barker; H. V. Mountford, research officer, spoke on "Predictions for School Needs and Zoning for Attendance", and L. J. McCarthy addressed the committeemen on "The Board and Staff at Work". In his paper McCarthy gave a few of the qualifications of a mid-twentieth century Board member. "When a person is elected to an Education Board in these days," he said, "he immediately finds that there is a great range of policy matters and administrative detail which he must master before he can cope with the problems which come before the Board. It is essential that he obtain some knowledge of the Education Act, that he knows where the money comes from, that he understands something of the intricacies of teacher gradings and appointments, that he has a working knowledge of transport policy and an intelligent grasp of the various annual programmes for new buildings, maintenance and minor capital works." At the Convention, too, L. J. R. Meek, Dominion President of the N.Z.E.I., explained how that body, ever since the days of Henry Worthington, had promoted the interests of education in New Zealand and had upheld the just claims of members individually and collectively. He also enumerated some of the major changes that had been bringing about a minor revolution in the country's classrooms during the previous ten years — classrooms were bigger and more like workrooms than lecture rooms, furniture was arranged informally and could be changed easily, desks were giving way to tables and chairs, children moved about the room more freely than before, children were promoted according to age and social development rather than attainment in the three Rs, the syllabus no longer dominated the teaching, children were more active in their search for knowledge, classes frequently left the room to get first-hand experience, children were reading more than ever before, the time-table was not inflexible, there were better human relationships than in former days and there was a marked lessening in the amount of corporal punishment.

"The Auckland Grammar School Amendment Act, 1955", which related particularly to the constitution of the governing body and the appointment and election of its members, amended "The Auckland Grammar School Act, 1899" and by changing the Board's title to the Auckland Grammar Schools Board, made an overdue recognition that the Board of Governors controlled more than one school. The Educational Bursaries Regulations 1940, Amendment No. 9 (1955/44) extended to five years the maximum term of Ordinary National Bursaries, National Boarding Bursaries, and Special Bursaries, for architectural students and the Educational Bursaries Regulations 1957 (1957/37) consolidated and amended the regulations relating to the award of bursaries for general purposes of higher education;[1] instruction in post-primary schools was the subject of regulations made in 1954 (1954/120) and the Education (Free Place) Regulations 1945, Amendment No. 1 (1956/102) specified the completion of a course in Form II as the educational qualification for the award of a free place tenable at a secondary or technical school.[2] "There is no more vital need in New Zealand education today," said Beeby, "than the provision of new university buildings on a major scale."[3] Building programmes operated in Dunedin, Christchurch and Wellington.

---

[1] By "The University of Auckland Amendment Act, 1957" the Auckland University College changed its title to the University of Auckland.

Commencing with the year which ended on 31 December, 1953, Algie altered the method of presenting his annual report; detailed reports on various parts of the school system were placed in the archives of the Department and the published report, compiled by the Director, covered the whole education system. Each report, however, dealt in some detail with topics of special interest. Those chosen by Beeby up to the end of 1956 were accrediting for entrance to the University, the growth of the school population, the grading, appointment and promotion of primary teachers, character training, the provision of new school buildings, technical education, and the administration of the schools. On 1 December, 1954 the Auckland Board had asked the Minister to set up an independent commission to inquire into educational administration. In recent years the Boards had lost the machinery for the purchase of sites to the Government Land Purchase Officer, although they were purchased on the recommendation of the Boards; they no longer played a prominent part in negotiations relating to teachers' salaries; and the Department had taken over control of the mechanical staff of school buses. On the other hand an appointment and promotion plan had extended the power of Boards in the appointment of teachers, the building programme was more satisfactory than it had ever been, and the Department had offered to extend the Boards' authority on minor capital works. Between the Department and the Boards there was not the hostility which had been a feature of the bad old days of Anderson, Caughley and Strong; indeed Beeby had never once made a public statement in criticism of any Education Board. But the Auckland Board during the late 'forties and 'fifties was somewhat confused; just as it was successfully reorganizing itself it lost the South Auckland district, the Newmarket Branch remained something of an enigma, and while Education generally was making extensive advances into the fields of pre-school, post-primary, technical and adult education, its own sphere of influence remained very limited. The objects of the Auckland Board's move for an enquiry were the re-affirmation of the place of Education Boards in the system of administration, the encouragement of local participation in educational affairs, and the extension of the authority of Education Boards. The Board did not wish an inquiry to be made into such professional matters as the curriculum and teaching methods; it was more concerned with the ways and means of giving Boards greater authority to make financial decisions, and the possibility of giving School Committees wider powers. Algie did not favour the Board's request for a commission and when the matter was discussed on 10 March, 1955 by the Boards' Association the suggestion was made that a joint committee would be preferable. Algie agreed and in July established a Joint Committee which comprised I. J. Day, T. Durrant, J. I. Fraser, S. C. Hyndman and S. J. Irwin, chairmen of the Auckland, South Auckland, Otago, Wellington and Canterbury Education Boards respectively, G. N. Boulton, W. I. Deavoll and P. L. Page, the secretaries of the Wanganui, Wellington and Hawkes Bay Boards,[1] Dr C. E. Beeby, the Director (Chairman), C. G. S. Ellis, assistant Director and D. G. Ball.[2] Departmental officers who assisted the Committee materially were A. E. Campbell, chief inspector of primary schools, C. V. Tregurtha, executive officer (finance), K. W. Oldfield, executive officer (buildings) and E. Cunliffe, executive officer (administration); the secretary was A. F. Campbell of the Department. At the Committee's first meeting on 13 July, the Minister laid down the terms of reference:

---

[1] Other regulations relating to bursaries were the Educational Bursaries Regulations 1940 Amendment No. 6 (1951/236), Amendment No. 7 (1952/116), Amendment No. 8 (1954/218), Physical Education Bursaries Regulations 1948, Amendment No. 1 (1951/238), Post-primary Teachers' Bursaries Regulations 1948, Amendment No. 1 (1952/5), Secondary Schools' Bursaries Regulations 1943, Amendment No. 2 (1954/250) and the Social Science Bursaries Regulations 1956 (1956/18).

[2] The Primary School Certificate mentioned in the Education (Free Place) Regulations 1945 (1945/142) was no longer awarded.

[3] *Report of the Minister of Education for the year ended 31 December, 1956.*

> To explore the desirability of making changes in the division of functions and powers between the various organs concerned with the administration of the primary school system, to examine the conditions under which changes could profitably be made, and to make recommendations on any changes that seem to be desirable.

The Committee met in full session in Wellington on eight occasions, most of the meetings extending over two days. Before the Committee's second meeting each Board adopted a resolution to the effect that it would accept the majority decisions of the Conference of the Boards' Association on any recommendations arising from the Committee's deliberations. In August, 1956, Beeby as Director, and Day as chairman of the Boards' Association, presented to Algie a report covering the administrative relationships, school buildings, school transport and boarding allowances, staffing of schools and salaries, appointments and conditions of service of teachers, teaching equipment and supplies, financing of Education Boards, constitution of Education Boards, relationship of Boards and School Committees, and the decentralization of the Department of Education. The basic recommendations, made after the Committee had expressed its unanimity in the desire to see that local authorities were given increased responsibility, were as follows:—

1. Status of the Education Boards' Association

> That the Education Boards' Association be regarded as the spokesman of the Education Boards on matters of national policy and that the Minister and the Department deal only with the Association on policy matters.

---

[1] When Page went abroad his place was taken by R. F. Taylor, assistant secretary of the South Auckland Board.

[2] When Ball retired in December, 1955 he was succeeded by G. V. Wild.

2. Standing Committee on Administration

That there be established a permanent negotiating Committee to be known as the Standing Committee on Administration and that the Committee be made up of three representatives of the Education Boards' Association and three representatives of the Department and have power to co-opt.

3. Legal delineation of the position of the Senior Inspector of Schools

That the present legislative provisions requiring Boards to consult the District Senior Inspector be extended to include:

(a) the extension of existing educational facilities, e.g., an intermediate school, an additional special class or speech clinic;
(b) the provision of new facilities, e.g., a sight saving class, a cerebral palsy school;
(c) new building projects or considerable additions to existing schools;
(d) proposals for the consolidation or de-consolidation of schools;
(e) the allocation of grants for teaching equipment and supplies.

4. Joint Office Inspectorate

That in order to bring about a greater uniformity of office procedures and methods among Boards and as between the Boards and the Department, there be established a joint office inspectorate made up of a Board officer and a Departmental officer, both seconded from their normal duties for a period of twelve months in the first instance. The inspectorate would be generally responsible for inspecting Departmental and Board procedures and methods and for undertaking such special investigations as may, from time to time, be requested by the Standing Committee on Administration. The inspectorate would report simultaneously to the Board concerned and to the Director and its functions would be confined to investigation and advice. For the sake of convenience, the inspectorate would be attached to the Department for salary and general employment purposes, but it would not be integrated with the Department's administrative structure.

5. Investigations and Checking of Boards' actions be governed by the following principles

That, in general, the Department would accept the facts as presented to it by Boards; that the Department should, when invited, join with the Boards in field investigations to ascertain the facts; and that the Department must, because of its over-riding responsibilities to the Government, reserve the right to check any aspect of a case represented to it by Boards when it considers this to be essential, it being understood that such investigations would generally be carried out in collaboration with the Boards.

6. Reciprocal appointments

(a) That the possibility of reciprocal appointments between Boards and as between Boards and the Department be further studied by the interested parties.
(b) That these parties also consider whether it would be desirable to give the Salaries Review Committee a legal status.

7. Interchanges of Staff and Tours of Duty

That the Standing Committee on Administration be urged to arrange annually a programme of interchanges of staff and tours of duty.

Miscellaneous

8. Replacement of workshop plant and motor vehicles

That the Education Act be amended to leave the decisions on these matters in the hands of the Boards.

9. Renting of halls as temporary classrooms

That, subject to prompt notification to the Department of any arrangements made for the renting of halls, the conclusion of such arrangements be left entirely in the hands of the Boards.

10. Establishment and/or re-opening of Grade I schools

That the Education Act be amended to leave entirely to the Boards, acting on the advice of the Senior Inspectors of Schools, all decisions relating to the establishment or re-opening of Grade I schools.

11. Re-opening of a closed school

That the Education Act be amended to leave entirely to the Boards, acting on the advice of the Senior Inspectors of Schools, decisions on the re-opening of closed schools.

While the men who were intimately concerned with the machinery of Department-Board relations looked on the section devoted to the administrative relationships and conditions necessary for the transfer of powers as the most important of the Report, the country at large was no less concerned with the constitution of Education Boards, to which important matter the Joint Committee gave "some thought". A survey, conducted by Durrant on behalf of the Committee, revealed that 6 Boards were organized on the single member ward system, two had dual member wards, one had 5 dual wards and a central group of 5 members, and one had 2 single, 2 dual and 1 four-member ward. In the Boards with single member representation the average number of schools per ward varied from 9 in the case of Nelson up to 24 in South Auckland. The average for dual representation was 33 schools per ward while the groups of four and five-member wards were the city areas of Canterbury and Otago. The 10 Boards had a total of 108 members, individual Boards varying in membership from 8 up to 15 members. There were only 3 women members — in Auckland, Otago and Southland. There were no serving teachers on any Board and only 6 retired teachers — 2 in South Auckland and 1 on each of the Auckland, Nelson, Canterbury and Southland Boards. Wellington had 2 public servants, and no other Board had any. Wellington, South Auckland and Otago each had a solicitor. Other professional men were two accountants, a doctor, an architect and a civil engineer; 13 members were drawn from such semi-professional occupations as insurance, company officers, and stock and station agents. Men who owned their own businesses totalled 25 and covered a wide range of trades. The farming community accounted for the largest single occupational group. Counting 3 nurserymen as farmers the total was 47; in Auckland (8), South Auckland (7), Taranaki (6) and Hawkes Bay (6) they were the majority of members, while in Wellington, Canterbury and Southland they were the largest occupational group. The Committee compared the occupational analysis of Board membership with that of members of the House of Representatives who were elected on the widest franchise and it found the distribution to be similar. That, of course, was not an argument one way or another. There was just as much reason for alarm as for satisfaction. According to our democratic form of government not many men in employment can afford to risk the insecurity of becoming members of Parliament. However, the time which Parliament takes up cannot be compared with that demanded by Board membership. Because Boards met during the day, and in some instances for days and nights, it was not surprising that the farmers were in the majority. While it could be assumed that most members had served on School Committees and were reasonably informed on problems at that level, there was no guarantee that they were as well-informed in the wider field of administration. Further it is not unreasonable to doubt whether the farming community was better equipped than any other to face really big educational issues — not fences, drains and Guy Fawkes' Day but whether society is to be determined and the individual compelled to mould himself to suit that society or whether the individual is the centre of the universe and society evolves from the creation of upright individuals, whether the end of education is obscured by the means to attain it, and whether the emphasis of education should be on technical specialization or on universal values. Not only were the Boards not a true cross-section of the country but also many of the members reached the council table at an age which made it unlikely that they would either make a vital contribution or acquire a fresh educational outlook. "It would be interesting," said one member of the Joint Committee, "to consider if any other kind of electoral net would haul out larger and more intelligent fish." The Committee, however, recommended "that no change be made in the present system for the election of Education Boards".

The Committee did not regard it as an essential part of its work to reach firm conclusions on the optimum size of Board Districts. "It was not possible," it reported, "for us in the time at our disposal to undertake the searching investigation that would be a pre-requisite to any such conclusions." But the Committee sat for a year and it must have had available for its perusal all the "searching investigation" made by the Department before the division of the Auckland District into two instead of into three or four Districts. It had no doubt, however, that much of the real strength of Education Boards should derive from a detailed, intimate knowledge of the needs of their Districts, and it believed that that kind of local knowledge tended to become extremely attenuated in very large Board Districts. For that reason it suggested "that the Standing Committee on Administration make a study of the size of a district that an Education Board can most effectively control" — a subject about which there will still be much argument. On 26 February, 1957 Day, Green and Shorland represented Auckland at the Boards' Association meeting in Wellington. The Conference unanimously adopted the recommendations of the Joint Committee and a new era of Department-Board relations based on goodwill and tolerance was ushered in. Many of the recommendations called for legislative action, the Act and regulations remained unconsolidated, and criticism would continue so long as one body spent funds supplied by another. But the Department and the Boards were resolved by thought, word and deed "to add their proper share to the common stock".

On 12 March, the Auckland Board passed its hundredth birthday but the event was not celebrated till September when the Board initiated an "Education Week" to publicize education and to encourage local interest in schools. The Training Colleges and various schools arranged "open days", physical education displays were given in Albert Park, a Book Fair was held in the Artillery Hall, Rutland Street, business firms staged various suitable displays, the *New Zealand Herald* and the *Auckland Star* devoted supplements to the Board's service to the community over the past hundred years, Cousins, Turbott and Binsted took part in a documentary broadcast, and retired teachers recalled old times at a reunion held in the Farmers' Trading Company. The Board met at Pukekohe and visited the Auckland Museum; at a ceremony to commemorate the first meeting in 1857, Turbott, as the only surviving past-chairman, officially presented a chair bearing the names of all chairmen of the Board. The Centennial Dinner at the Auckland Teachers' College was attended by both the Minister and the Director, and the more austere qualities of Board members and officers were relaxed at the Education Ball. A Service of Thanksgiving was held in the Cathedral Church of St Mary in Parnell on the evening of Sunday, 15 September. Worshippers prayed for God's continued blessing on the work of the Education Board of the Auckland Education District and on all who were engaged in it, Day read the First Lesson (Proverbs III, 1-18) and Turbott the Second (St Matthew, XVIII, 1-6, 10-14), and the Rt Rev. W. J. Simkin, Bishop of Auckland, delivered the sermon based on the text, "Lo, children are an heritage of the Lord".

BIBLIOGRAPHY

PRIMARY SOURCES

1. Legislation, Law Reports, and Government Papers:

Auckland Provincial Council Papers (MSS. in Auckland Public Library).

Auckland Provincial Government Gazette.

Journals of the Auckland Provincial Council.

Appendix to the Journals of the House of Representatives of New Zealand.

Journals of the Legislative Council.

New Zealand Gazette.

Statutes of New Zealand.

New Zealand Parliamentary Debates.

New Zealand Official Year-Book.

Statistics of New Zealand.

The New Zealand Law Reports.

2. Institutional Records:

In the writing of this history the main source of information was the accumulation of records stored within the office buildings of the Auckland Education Board.

Other institutional records that were used included the following:—

Auckland University College, Regulations, Courses of Lectures, etc. (Auckland, 1883).

Auckland University College Calendar for the Year 1884 (Auckland, 1884).

Minutes of the Trustees of the Auckland Savings Bank.

Church Minutes of Albert Street Congregational Church (1859).

Educational Institute of Scotland, *Rules and Regulations* (1851).

General Synod Reports.

The New Zealand Church Almanac, 1853-1864.

Proceedings of the General Assembly of the Presbyterian Church of New Zealand, 1863.

St Paul's Church, Auckland, Minute Book (3 July, 1869 — 24 January, 1882).

3. Personal Papers:

Vaile Collection of A.L.S., MSS. and Typescripts (Auckland Public Library).

Sir George Grey Collection (Auckland Public Library).

C. Holloway's Book for Jottings on New Zealand with Notes by the Way 1873-74 and *Journal of C. Holloway from New Zealand to England 1874-75* (Typed script in Auckland Public Library).

Professor W. S. Aldis (Typed script by his daughter, Amy Aldis, in the Library of Auckland University).

4. NEWSPAPERS, JOURNALS, PERIODICALS:
Auckland Examiner.
The Auckland Parent-Teacher.
The Auckland Star.
The Daily Southern Cross.
The Dominion.
The Evening Post.
The Franklin Times.
National Education.
Nelson Evening Mail.
The New Zealand Education Gazette.
The New Zealand Herald.
New Zealand Illustrated Magazine.
The New Zealand Quarterly Review.
New Zealand Railways Magazine.
The New Zealand Schoolmaster.
New Zealand Speech Therapists' Journal.
The New Zealand Times and Mail.
The New Zealander.
North Auckland Times.
The North Shore News.
The Northern Luminary.
The School Committee Journal.
The School Journal.
The Waikato Gazette and Thames Valley Recorder.
The Waikato Times.

SECONDARY SOURCES

1. GENERAL TEXTS:
Adamson, J. W., *A Short History of Education* (C.U.P., 1922).
Barnard, H. C., *A Short History of English Education 1760-1944* (London, 1947).
Butts, R. F., *A Cultural History of Education* (New York, 1947).
Cubberley, E. P., *The History of Education* (Cambridge, Mass., 1920).
Cubberley, E. P., *Readings in the History of Education* (Cambridge, Mass., 1920).
Curtis, S. J., *History of Education in Great Britain* (London, 1948).
Holman, H., *English National Education* (London, 1898).
Judges, A. V. (Ed.), *Pioneers of English Education* (London, 1952).
The Educational Yearbook of Education (New York).
The Year Book of Education (London).

2. TEXTS RELATING TO NEW ZEALAND SPECIFICALLY:
Barr, J., *The City of Auckland New Zealand, 1840-1920* (Auckland, 1922).
Campbell, A. E. (Ed.), *Modern Trends in Education* (Wellington, 1938).

Comrie, W. J., *The Presbytery of Auckland* (Dunedin & Wellington, 1939).

Condliffe, J. B. and Airey, W. T. G., *A Short History of New Zealand* (7th edition, Christchurch, 1953).

Dickson, J., *History of the Presbyterian Church of New Zealand* (Dunedin, 1899).

Elder, J. R., *The History of the Presbyterian Church of New Zealand, 1840-1940* (Christchurch, 1940).

Hight, J. and Bamford, H. D., *The Constitutional History and Law of New Zealand* (Christchurch, 1914).

Gisborne, W., *New Zealand Rulers and Statesmen 1840 to 1885* (London, 1886).

Inglis, J., *Our New Zealand Cousins* (London, 1887).

Kandel, I. L., *Types of Administration* (N.Z.C.E.R., 1938).

McKenzie, N. R., *The Gael Fares Forth* (2nd edition, Wellington, 1942).

McLintock, A. H., *The History of Otago* (Dunedin, 1949).

Marais, J. S., *The Colonisation of New Zealand* (O.U.P., 1927).

Morley, W., *The History of Methodism in New Zealand* (Wellington, 1900).

Morrell, W. P., *The Provincial System in New Zealand 1852-76* (London, 1932).

Nash, W., *New Zealand, A Working Democracy* (Melbourne, 1944).

Purchas, H. T., *The English Church in New Zealand* (Christchurch, 1914).

Reed, A. H., *The Story of Northland* (Wellington, 1956).

Reeves, W. P., *The Long White Cloud* (4th edition, London, 1950).

Robinson, N., *Lion of Scotland* (London, 1952).

Saunders, A., *History of New Zealand from the Arrival of Tasman in Golden Bay in 1642 to the Second Arrival of Sir George Grey in 1861* (Christchurch, Wellington, Dunedin, 1897).

Scholefield, G. H., *Captain William Hobson* (O.U.P., 1934).

Sutch, N. B., *The Quest For Security in New Zealand* (Penguin Book, 1942).

Swainson, W., *New Zealand and its Colonization* (London, 1859).

Vaile, E. E., *Pioneering the Pumice* (Christchurch, 1939).

3. NEW ZEALAND MONOGRAPHS AND PAMPHLETS:

Albert, D. J., *The Story of St David's Presbyterian Church, Auckland, 1864-1921* (Auckland, 1921).

Arthur, A. and Buttle, N., *A Tale of Two Colleges (Wesley College and Seminary and Prince Albert College)* (Auckland, 1950).

Bruce, D. *et al.*, *Proposed Scheme of Education for the Province of Auckland* (Auckland, 1856).

Burrell, A., *Bert Milnes: A Brief Memoir* (Letchworth, 1922).

Campbell, A. E., *The Academic Attainment of Late Entrants to Primary School* (N.Z.C.E.R. Bulletin No. 4, Wellington, 1940).

Campbell, A. E., *The Control of Post-Primary Schools* (N.Z.C.E.R. Studies in Education No. 11, Wellington, 1948).

Chappell, A. B., *Across A Hundred Years 1841-1941: A Brief Story of the Beginning and Early Progress of Methodism in Auckland, N.Z.* (Auckland, 1941).

Davis, J. K., *History of St John's College, Tamaki, Auckland, N.Z.* (Auckland, 1911).

Forsaith, T. S., *A Handbook for Emigrants to New Zealand; being a Digest of the most Recent and Authentic Intelligence respecting Auckland, the Capital of the Colony* (London, 1857).

Franklin, E. C. (Ed.), *A Century of Auckland Commerce 1856-1956* (Auckland, 1956).

Fraser, I. W., *A Century of Witness: St John's Church, Papatoetoe 1854-1954* (Auckland, 1954).

Garrard, C. W., *Courses of Work for District High Schools* (Auckland, 1924).

Holgate, C. W., *An Account of the Chief Libraries of New Zealand* (London, 1886).

Holt, J. A. (Ed.), *Henderson School and District Diamond Jubilee* (Auckland, 1933).

Jackson, V. W., *Studies in Elementary Agriculture* (Christchurch, 1910).

Keys, H. J., *Mahurangi. The Story of Warkworth* (Warkworth, 1953).

Laishley, R., *Education and Educators* (2nd edition, London, 1884).

Mason, H. G. R., *Education Today and Tomorrow* (Wellington, 1944).

O'Rorke, G. M., *The School List of Auckland College and Grammar School* (Auckland, 1897).

O'Sullivan, R. J., *Instructions for the Guidance of Teachers* (revision; Auckland, 1889).

Petrie, D., *Suggestions Bearing on the Teaching and Management of the Public Schools* (Auckland, 1896).

Petrie, D., *Studies in Agricultural Knowledge* (Auckland, 1906).

Rust, A. M., *Reminiscences of Early Whangarei* (Whangarei, 1932).

Salmond, J. D., *Services of Worship (undenominational) For Use in the State Schools of Otago* (Dunedin, 1936).

Stallworthy, J., *Early Northern Wairoa* (Dargaville, 1916).

Stevens, T. G. R., *Kaukapakapa Across the Years 1860-1956.*

Tate, F., *Investigation into Certain Aspects of Post-Primary Education in New Zealand* (Wellington, 1925).

Taylor, W., *The Education of the People: Ten Letters Addressed to His Honour T. B. Gillies, Esq.* (Auckland, 1870).

Vaile, E. E., *Early Auckland* (Christchurch, 1956).

Vennell, C. W. *et al., Centennial History of Matamata Plains* (Christchurch, 1951).

Wells, J. F., *Kowhai Intermediate School: Organization, Work and Functions* (Auckland, 1937).

West, C. S., *History of Helensville and Kaipara.*

Wood, L., *The History of St Andrews, The Pioneer Presbyterian Church of Auckland, 1847-1947* (Auckland, 1947).

Helensville School: Jubilee (1938).

Joint Golden Jubilees — Borough of Gisborne, County of Cook, 1877-1927 (Gisborne, 1927).

Mangere Central School Jubilee (1939).

Manuka — Jubilee Issue, 1906-1956 (Auckland, 1956).

New Zealand Journey: Royal Visit 1953-1954 (Wellington).

St Matthew's Church, Auckland, 1853-1903.

Syllabus of Instruction for Public Schools (Education Department, Wellington, 1930).

The Emigrant's Manual. New Zealand, Cape of Good Hope, Port Natal, etc. (Chambers's Instructive and Entertaining Library, Edinburgh, 1856).

These Hundred Years: A Short History of the Beresford Street Congregational Church, Auckland, N.Z. (Congregational Union of New Zealand, Auckland, 1952).

INDEX

Abel, Robert C., 490, 609.
Abel, W. F., 572.
ability (of pupils), 308-9, 458, 483, 489, 547, 599, 640, 700-1.
acceleration, 701.
accommodation, 40-1, 53, 104, 117-20, 123-5, 182, 185, 205-6, 234n, 246, 252, 272, 283-4, 287-8, 293, 314, 321, 334-6, 340, 342, 351, 380, 382, 406, 437-9, 443, 455-9, 471-5, 484, 516-8, 538, 566, 570, 625, 636-40, 643-4, 648-9, 655, 659, 684, 687-9.
accrediting, 449, 531, 632-4, 661, 703.
Acts of Parliament
1. Acts and Ordinances of the Superintendent and Provincial Council of the Province of Auckland:—
- Act to Promote Education in the Province of Auckland, 1857, 21-52.
- Auckland Waste Land Act, 1858, 41.
- Auckland Reserves Act, 1858, 62, 88.
- Industrial School Act, 1862, 64.
- Supreme Court Site Act, 1864, 383n.
- Appropriation Act, 1866, 46.
- Highways Act, 1866, 49.
- Appropriation Act, 1867, 48.
- Education Act, 1868, 49, 56.
- Education Act, 1857, Repeal Act, 1868, 49.
- Grammar School Appropriation Act, 1868, 64.
- Act to Appropriate the Grammar School Trust Funds, 1868, 67.
- Act to Appropriate the Grammar School Trust Funds, 1869, 65, 67.
- Grammar School Endowment Act, 1869, 64.
- Common Schools Act, 1869, 51-7, 61, 67-8.
- Common Schools Act, 1869, Amendment Act, 1871, 67.
- Education Reserves Management Act, 1871, 102, 383n.
- Education Act, 1872, 67-92, 102, 107, 109, 383n.
- Industrial School Act, 1872, 189n.
- Education Act, 1872, Amendment Act, 1874, 89, 90, 102, 109, 178.
- Auckland Supreme Court Grant Empowering Act, 1874, 383n.
- Public Buildings Act, 1874, 383n.
- Public Buildings Act, 1875, 383n.
- Supreme Court Site Leasing Act, 1875, 383n.

2. Statutes of New Zealand:—
- Public Reserves Act, 1854, 62, 383n.
- Auckland Hospital and Grammar School Reserves Act, 1856, 62.
- Native Lands Act, 1862, 44, 59.
- Neglected and Criminal Children Act, 1867, 189.
- Native Schools Act, 1867, 106.
- Public Libraries Act, 1869, 57.
- New Zealand University Act, 1870, 96.
- Native Schools Act Amendment Act, 1871, 106.
- Auckland Improvement (Albert Barracks Reserves) Act, 1872, 99.
- Auckland Supreme Court Site Act, 1873, 383n.
- Auckland Improvement Act, 1873, 99.
- Abolition of Provinces Act, 1875, 92, 383n, 514.
- Public Libraries Powers Act, 1875, 57, 155-6.
- Education Boards Act, 1876, 93-6, 102, 196, 383n.
- Auckland Public Buildings Act, 1876, 383n.
- Education Reserves Act, 1877, 102, 186, 383n.
- Education Act, 1877, 82, 92n, 96-136, 154-7, 160-1, 166, 180, 182, 183n, 185-6, 211-3, 225-8, 230n, 233-4, 240, 257, 263, 299, 334, 339, 382, 383n, 592.
- Immigration and Public Works Appropriation Act, 1877, 117.
- Public Libraries Subsidies Act, 1877, 154.
- Auckland College and Grammar School Act, 1877, 194-6.
- Auckland Girls' High School Act, 1878, 183, 192-6, 210-1, 330.
- High Schools Reserves Act, 1880, 194n.
- Auckland Improvement Acts Amendment Act, 1882, 206.
- Education Reserves Act 1877 Amendment Act, 1882, 333n.
- Auckland Hospital Reserves Act, 1883, 383n.
- Education Act 1877 Amendment Act, 1885, 226.
- Special Powers and Contracts Act, 1885, 192.
- Land Act, 1885, 192.
- Land Transfer Act, 1885, 192.
- Counties Acts Amendment Act, 1885, 123.
- Special Powers and Contracts Act, 1886, 193, 383n.
- Epsom and Mount Eden Reserve Act, 1890, 484.
- School Committees Election Act, 1890, 226.
- School Committees Election Act, 1891, 226-8.
- Land and Income Assessment Act, 1891, 234n.
- School Attendance Act, 1894, 106, 216.
- Industrial Conciliation and Arbitration Act, 1894, 226-7, 286.
- Public-School Teachers Incorporation and Court of Appeal Act, 1895, 230.
- Manual and Technical Elementary Instruction Act, 1895, 270-2, 275.

Public School Teachers Incorporation and Court of Appeal Act Amendment Act, 1897, 230.
Old-age Pensions Act, 1898, 245.
Reserves, Endowment, and Crown and Native Lands Exchange, Sale, Disposal, and Enabling Act, 1898, 210, 330.
Auckland Grammar School Act, 1899, 225-6, 702.
Education Boards Election Act, 1900, 226, 228-9, 230n.
Public School Teachers Salaries Act, 1900, 237-8.
Defence Act Amendment Act, 1900, 300.
Manual and Technical Instruction Act, 1900, 275-8, 284-5, 287, 289-90, 293-4.
School Attendance Act, 1901, 106.
Physical Drill in Public and Native Schools Act, 1901, 302.
New Zealand Ensign Act, 1901, 298.
Education Boards Election Act, 1901, 229-30.
Public School Teachers' Salaries Act, 1901, 244-5.
Statutes Compilation Act, 1902, 304.
Manual and Technical Instruction Act, 1902, 276n.
Juvenile Smoking Suppression Act, 1903, 305.
Secondary Schools Act, 1903, 330, 335.
School Committees Election Act, 1903, 228.
National Scholarships Act, 1903, 302.
State Fire Insurance Act, 1903, 303.
Preferential and Reciprocal Trade Act, 1903, 303.
Education Act, 1904, 304, 311, 315-6, 333n, 336, 338.
Education Act Amendment Act, 1904, 304.
Licensing Acts Amendment Act, 1904, 304.
Education Act Amendment Act, 1905, 311, 333, 360.
Teachers' Superannuation Act, 1905, 315, 339.
Teachers' Superannuation Act Amendment Act, 1906, 307.
Auckland Savings-bank Educational Special Donation Act, 1906, 296.
Education Act Amendment Act, 1907, 106.
Wages Protection and Contractors Liens Act, 1908, 651.
Public Service Classification and Superannuation Amendment Act, 1908, 307.
Education Act, 1908, 106, 344, 363, 374, 384, 389, 391, 395, 410, 415.
Education Amendment Act, 1908, 333, 344, 362n, 363, 388n, 415.
Education Reserves Act, 1908, 384, 391.
Deeds Registration Act, 1908, 475.
Mining Act, 1908, 413n.
Fire Brigade Act, 1908, 413.
Acts Interpretation Act, 1908, 413.
Public Service Classification and Superannuation Amendment Act, 1909, 307, 375.
Education Amendment Act, 1910, 381, 388n.
Education Reserves Amendment Act, 1911, 391.
Auckland Grammar School Site Act, 1911, 391.
Public Service Classification and Superannuation Amendment Act, 1911, 415.
Defence Amendment Act, 1912, 378.
Auckland Education Reserves Act, 1912, 384, 391, 629.
New Zealand University Amendment Act, 1912, 391.
Auckland University College Amendment Act, 1912, 391.
Reserves and other Lands Disposal and Public Bodies Empowering Act, 1912, 391.
Land Laws Amendment Act, 1912, 475.
Education Amendment Act, 1912, 391, 410.
Education Amendment Act, 1913, 391, 410.
Education Reserves Amendment Act, 1913, 391.
Hamilton High School Reserve Act, 1913, 391.
Local Authorities Indemnity Act, 1913, 391.
Land Laws Amendment Act, 1913, 475.
Naval Defence Act, 1913, 371.
Reserves and other Lands Disposal and Public Bodies Empowering Act, 1913, 391.
Education Act, 1914, 391, 393, 397, 401, 410-20, 425, 428, 444, 452, 462-4, 468, 482, 488, 504-5, 509, 513, 516, 518-9, 526, 546, 549, 566, 571-2, 578-80, 582-3, 586, 588, 593, 628-9, 651-2, 655-6, 662n, 666, 673, 681, 684.
Land Laws Amendment Act, 1914, 475.
Education Amendment Act, 1915, (No. 2), 393, 516, 527.
Alien Enemy Teachers Act, 1915, 415.
Land Transfer Act, 1915, 475.
Military Services Act, 1916, 422, 433.
War Legislation Amendment Act, 1916, 433.
War Legislation Act, 1917, 413.
Statute Law Amendment Act, 1917, 397, 410, 420, 445, 452, 655.
War Legislation and Statute Law Amendment Act, 1918, 416.
Reserves and Other Lands Disposal and Public Bodies Empowering Act, 1918, 439-40.

Education Amendment Act, 1919, 397, 414, 446, 504, 516, 527.
Appropriation Act, 1919, 414.
Education Purposes Loans Act, 1919, 473, 540.
Education Amendment Act, 1920, 415n, 448, 502-4, 631, 666.
Land Laws Amendment Act, 1920, 475.
Immigration Restriction Amendment Act, 1920, 479.
Education Amendment Act, 1921-22, 415n, 452, 470, 504-6.
Maintenance Orders (Facilities for Enforcement) Act, 1921, 461.
Public Expenditure Adjustment Act, 1921-22, 453.
Reserves and Other Lands Disposal and Public Bodies Empowering Act, 1921-22, 484.
Apprentices Act, 1923, 453.
Auckland University College Amendment Act, 1923, 453.
New Zealand University Amendment Act, 1923, 453.
Immigration Restriction Amendment Act, 1923, 479.
Education Amendment Act, 1924, 452, 506, 599, 666.
Education Reserves Amendment Act, 1924, 453.
Prevention of Crime (Borstal Institutions Establishment) Act, 1924, 453.
Finance Act, 1925, 470, 502, 554.
Child Welfare Act, 1925, 453, 464.
Education Amendment Act, 1926, 415n, 510, 513.
Finance Act, 1926, 502.
Local Authorities Empowering (Relief of Unemployment) Act, 1926, 601.
War Disabilities Removal Act, 1927, 451.
Public Service Superannuation Act, 1927, 502, 540.
Finance Act (No. 2), 1927, 502.
Education Reserves Act, 1928, 451.
Unemployment Act, 1930, 452, 602.
Finance Act, 1931, 415n, 540, 607.
Finance Act (No. 2), 1931, 540, 599.
Education Reserves Amendment Act, 1931, 571.
Unemployment Amendment Act, 1931, 602.
Finance Act, 1932, 550, 588, 607.
Finance Act, 1932 (No. 2), 627.
National Expenditure Adjustment Act, 1932, 550, 607, 611.
Education Amendment Act, 1932-33, 552, 589, 599, 605, 617, 630.
Native Purposes Act, 1933, 593.
Education Law Amendment Act, 1933, 552.
Finance Act (No. 2), 1934, 552.
Finance Act (No. 3), 1934, 652.
Education Reserves Amendment Act, 1934, 571.
Education Law Amendment Act, 1934-35, 552.
Education Amendment Act, 1936, 554, 557, 590.
Employment Promotion Act, 1936, 603.
Industrial Conciliation and Arbitration Amendment Act, 1936, 603.
Social Security Act, 1938, 603.
Education Amendment Act, 1938, 586.
Emergency Regulations Amendment Act, 1940, 613.
Statutes Amendment Act, 1941, 628.
Statutes Amendment Act, 1943, 616.
Statutes Amendment Act, 1944, 629.
Finance Act (No. 3), 1944, 627.
Superannuation Amendment Act, 1945, 636n.
Finance Act (No. 2), 1945, 629.
Statutes Amendment Act, 1945, 629.
Minimum Wages Act, 1945, 628.
Superannuation Amendment Act, 1946, 636n.
Maori Purposes Act, 1947, 593n.
Superannuation Act, 1947, 636n.
Education Amendment Act, 1947, 629.
Workers' Compensation Amendment Act, 1947, 635.
Adult Education Act, 1947, 628.
Tuberculosis Act, 1948, 635.
Education Amendment Act, 1948, 629, 655.
Education Amendment Act, 1949, 629, 655, 680, 684.
Reserves and Other Lands Disposal Act, 1949, 629.
Education Lands Act, 1949, 660.
Education Amendment Act, 1950, 660.
Education Lands Amendment Act, 1950, 660.
Fees and Travelling Allowances Act, 1951, 684.
Statutes Amendment Act, 1951, 662n.
Finance Act, 1951, 684.
Education Amendment Act, 1952, 666, 667n, 669, 671.
Education Amendment Act, 1953, 672-3.
Town and Country Planning Act, 1953, 693.
Education Amendment Act, 1954, 684.
Local Authorities (Members' Contracts) Act, 1954, 674.
Industrial Conciliation and Arbitration Act, 1954, 603.
Auckland University College Act, 1954, 701-2.
Child Welfare Amendment Act (No. 2), 1954, 701.
Education Amendment Act, 1955, 605, 688.
Auckland Grammar School Amendment Act, 1955, 702-3.
Finance Act, 1956, 684.
Education Lands Amendment Act, 1956, 684.
University of Auckland Amendment Act, 1957, 702n.
Adams, Emily M., 201, 211-2.

Adams, Harold C., 464, 577, 625, 649, 656, 672.
Adams, James C., 70, 103, 142, 179, 338.
Adams, James H., 257.
Adams, Sir John, 449-50.
Adams, Olga, 594.
Addey, William J., 71-2.
administration, educational, 5, 24, 49, 63, 88-9, 96-102, 108-11, 122, 126, 136-8, 142-5, 154, 166, 183, 195, 201, 214-5, 225-8, 238, 244-5, 255-6, 263-4, 269-70, 289, 294-6, 302, 308, 311, 321, 338, 343-51, 356-8, 385-97, 400-2, 411-2, 415, 450-2, 467-8, 470-1, 490, 498, 509, 513-39, 547-56, 564-7, 571, 576-87, 593, 598, 602, 628-9, 640, 645-60, 663-707.
administration, local, 11, 98, 100, 111-3, 372, 384-6, 413-4, 452, 514, 517, 526, 547.
Adolescence (Hall), 324.
adolescents, 459-60, 556, 594.
Adult Education, Council of, 641.
After-Care Association, 595.
agriculture, 3, 10, 14, 16, 60, 171, 275, 288, 466, 513, 529, 531, 641-2.
Aickin, C. G., 209.
Airey, Walter H., 141-2, 150, 162-3, 246-7, 253-4, 268, 349, 376.
Airey, Willis T. G., 388n.
Aitken, Mary D., 609, 691.
Albert Barracks, 66, 99.
Albert, Prince Consort, 1, 2, 44.
Aldis, William A., 110, 115, 132, 146, 171, 190, 353, 462.
Alexander, E. B., 215, 469.
Alexander, John M., 194, 196n.
Alexandra, 52, 155.
Alfred Ernest Albert, Duke of Edinburgh, (1869), 65, 329.
Algie, Agnes, 337.
Algie, Colvin S., 431, 432n.
Algie, John A., 337.
Algie, Ronald M., 337-8, 658-61, 664-72, 680-1, 696n, 703-4.
Allely, Margaret, 170.
Allen, C. C., 285.
Allen, Cyril L., 634, 659.
Allen, Sir James, 297, 358, 371, 393.
Allen, M. A., 682.
Allright, H., 144, 153, 192, 205n.
All Saints' Church, 72.
Allum, Annie R., 508.
Allum, Sir John A. C., 402, 615-6.
Anderson, B. C., 682.
Anderson, John, 66.
Anderson, W. J., 345-7, 395, 401, 407, 453, 484, 524, 703.
Andrew, John C., 97.
Andrews, Elsie, 608.
Andrews, John, 44.
Anglicans, 4, 7-11, 17-21, 71-78, 369.
Angus, John, 71.
Antarctic Expedition (Mawson's), 490.
Anzacs, 433.
appointment, "special", 416.
apprentices, 265, 286, 390, 565, 633, 655, 701.
aptitudes (of children), 352, 529, 547, 599, 700.
Araparara, 204.
Arapohue, 154, 201.
Arapuni, 487.
Aratapu, 311, 332, 568.
arbitration, 225, 311, 451, 467, 540.
Archey, Gilbert, 561.
Arch Hill, 279.
architects, 73, 120, 134, 205-7, 232, 278-9, 297, 320, 341-2, 387-90, 396-8, 448-9, 465-8, 472, 477, 519-21, 525-6, 533, 577, 598, 602, 646-51, 658, 678, 682-3, 697.
Ardern, Annie M., 210.
Ardern, P. S., 209.
Ardmore (R.N.Z.A.F. Station), 638.
Ardmore Teachers' Training College, 626, 638, 676, 696, 707.
Arithmetic (Manson), 76.
Armstrong, James, 69-70, 222, 256, 347, 431, 630-1.
Armstrong, R. H., 682.
Arney, Sir George A., 60n, 64, 98n.
Arnold, Matthew, 125, 156.
art and crafts, supervisor of, 630.
Ashbridge, G. R., 581.
assembly halls, 534, 554, 567, 593-4, 648, 658, 678, 685.
athletics, 350, 380, 454, 486, 639.
Atkin, Annie, 609.
Atkinson, Henry, 659.
Atmore, Harry, 528-32, 536, 539-43, 547-50, 510-1, 527, 564, 582.
atomic power, 694-5.
attainment (of pupils), 24, 308-9, 405, 449, 458, 497, 557, 599.
attendance, 22, 48, 50, 60, 72-3, 86-7, 104, 106-7, 113, 121, 123, 137, 139, 158, 160, 168, 185, 188, 195, 216, 222, 256, 258, 276-7, 290, 295, 305, 314, 322, 332, 342, 356, 382, 390-1, 441, 444, 454, 465, 474, 479, 518, 546, 576-7, 584, 590, 592, 594, 627, 638, 643, 645, 671, 685-7, 700, 702.
attendance, average, 22-4, 34, 74-5, 77, 101-3, 105-6, 116, 118, 125-9, 131-2, 134, 149, 215, 227, 234n, 235-6, 238-43, 255, 270-1, 277, 290, 305, 308, 311, 317, 331, 333, 338, 340, 362-3, 365, 373, 381-2, 389, 392n, 413-4, 420n, 424n, 425n, 427, 438-40, 461, 463, 469, 480, 503, 508, 534, 537, 544, 548, 577, 583, 586, 589, 592, 598, 627.
attendance, compulsory, 5, 33, 54, 86, 93, 103-5, 120, 216, 257, 382, 391, 436, 446, 497, 529, 552, 566, 608.
attendance, irregular, 389, 410, 479, 558, 571, 575.
attendance, registers of, 22, 406, 479, 522, 574, 589, 617-8.
attendance, "strict average", 132-3.
attendance, "working average", 125, 130, 132-3, 257.
Auckland Agricultural Association, 289, 292.
Auckland Art Gallery, 284, 323.

Auckland Assistant Masters' Association, 363, 387, 427, 435, 504, 643.
Auckland City Council, 273-4, 278, 323n, 329, 401, 484-5, 553, 569.
Auckland Country Teachers' Association, 387.
Auckland Examiner, The, 20.
Auckland Federation of Parent-Teacher Associations, 643.
Auckland Grammar School Board of Governors, 98-9, 103, 111, 182-3, 195-6, 226, 249, 272-4, 330-1, 336, 382-4, 391, 437, 464, 529, 545-7, 570, 614.
Auckland Grammar Schools Board, 678, 702.
Auckland Grammar School Trust, 62-3, 84, 177, 182-3.
Auckland Headmasters' Association, 296, 363, 376, 387, 478, 482, 504, 526, 559-61, 610, 614, 623, 626-8, 634, 638, 643-4, 656, 690.
Auckland Hospital, 598, 635.
Auckland Hospital Board, 598, 697.
Auckland Improvement Commissioners, 73, 99.
Auckland Institute and Museum, 12, 63, 154-5, 267, 284, 450, 561-2, 570, 707.
Auckland Kindergarten Association, 321, 407, 593, 697.
Auckland Male Teachers' Association, 504.
Auckland Mechanics' Institute, 155-6, 698.
Auckland Presbytery, 19, 25, 31-2, 36, 46, 49-51, 87.
Auckland Province, 8, 10, 13-8, 21-2, 25, 30-8, 49, 64, 67-8, 72-5, 84, 90, 93, 98, 129, 171, 178, 192-3, 223, 226, 357, 383-4, 638, 649, 663, 693.
Auckland Provincial Council and education, 19-94.
Auckland Public Library, 156, 201n, 284.
Auckland Ragged School Association, 54.
Auckland Savings Bank, 9, 279, 296, 401.
Auckland School Committees' Association (before 1933, the Auckland Primary School Committees' Association), 415, 437, 473, 569, 572, 587-91, 597, 601, 614, 628, 643.
Auckland Scripture Gift Association, 190, 306.
Auckland Society of Arts, 268-9, 273.
Auckland Speech Therapy Association, 692.
Auckland Star, The, 489-90, 501, 707.
Auckland Teachers' Association, 73, 88-9.
Auckland Teachers' Training College, 102, 128, 133-4, 146, 154, 166-76, 207, 222, 261-2, 268, 291-2, 312-27, 339, 347-50, 367, 371, 387, 392, 407-8, 415-22, 434-5, 453, 482-90, 493, 508, 542-3, 559-61, 568, 570, 576-7, 594-8, 602-9, 623, 626, 639, 650, 676, 690, 696, 702, 707-8.
Auckland Teachers' Training College Visiting Committee, 103, 148, 172.
Auckland Total Abstenence Society, 147.
Auckland Trades and Labour Council, 273-4, 285.
Auckland Transport Board, 587, 595.
Auckland University College, 171-2, 211n, 221, 272-4, 284, 290, 323, 353-4, 372, 380, 384, 391, 422-3, 441, 450, 485, 487, 565, 570, 595, 637, 702.
Auckland University College Council, 384, 437, 464, 484, 570, 594, 606, 629, 661, 678.
Auckland, university of, 702n.
Auckland Urban Area, 322, 395-7, 461-3, 568-9, 583, 624-5, 662, 672-4.
Auckland Visual Education Association, 562-3.
Auckland Vocational Guidance Advisory Council, 678.
Auckland Women Teachers' Association, 643.
Auckland Working Men's College Association, 273-5.
auditing of accounts, 96, 102, 111, 113, 128, 469, 522, 534, 652.
Auld, William, 373, 396, 412.
Australasian White Cross League, 344.
Australia, 3, 5, 10, 16, 45n, 55, 125, 166, 200, 248, 261, 278, 301, 307, 312, 321, 376, 422n, 433, 450-1, 490, 496, 517, 520, 533-4, 546-8, 553, 558, 560, 612, 622, 625, 634, 695, 701.
automation, 699-700.
Averill, Alfred W., 570, 572, 607.
Avondale, 232, 323, 461, 465, 472, 481, 675.
Avondale College Board of Managers, 678.
Awakino, 391.
Awaroa, 669.
Awhitu, 52.

Bach, Clarence R., 490.
backwardness (in children), 179, 188, 295, 405-10, 449, 458, 489-90, 539, 595-7, 634, 689.
Bacot, J. T. W., 13.
Badger, Hilda M., 318.
Bagnall, Lemuel J., 202, 234, 255-6, 262-3, 283, 292, 308, 311-4, 321, 330-1, 335-8, 341, 346-7, 391, 396.
Baigent, Harold R., 374.
Baildon, Alan M., 609.
Bailey, A. S., 614.
Bailey, Benjamin, 72, 116, 135, 164, 218, 222-4, 234, 315.
Bailey, Colin L., 641.
Bain, A., 482, 568, 595, 629n.
Baker, Ethel M., 279, 283.
Baker, William H., 208.
Baldwin, Stanley Baldwin, 1st Earl, 448, 531, 541, 553.
Ball, D. G., 585, 638, 657-8, 677, 688, 704.
Ball, Thomas, 47, 58.
Ballance, John, 101, 118, 119n, 191, 225, 230n.
Ballard, Philip B., 449, 495.

Balmoral Estate, 476.
Band of Hope Union, The, 148, 152.
Bank of New Zealand, 9-10, 63, 91, 122-4, 157, 193, 225, 239.
Banks, Edward C., 373, 383, 387-9, 396-7, 404, 412, 422, 436-7, 440-1, 460, 515, 518-9, 527, 531, 568-9, 592.
Banks, Gertrude, 490.
Baptists, 12, 15.
Barclay, P., 639.
Barclay, Ronald M., 625, 662, 672-4.
Barker, Robert H., 464-5, 577, 627, 647, 682, 702.
Barlow, W. J., 113-4.
Barnett, S. T., 646-7, 653-4, 658, 680.
Barriball, Charles T., 311, 338, 347, 354, 373, 396, 412.
Bartley, Thomas H., 14.
Bartrum, Frederick N., 447.
basketball, 485-6, 569, 607-8.
Basten, Ella E. A., 209.
Bates, Dorothy, 686.
Bates, John E., 31.
Bates, Joseph, 202, 208, 223, 234n, 248, 252, 273-4, 360.
Batger, John, 89n.
Battle of the Coral Sea, 615.
Battle of the River Plate, 612.
Baume, Frederick E., 313, 330.
Baume, Rosetta L., 323, 396-7, 409, 419, 422, 437, 441-2, 447, 461, 499.
Baxter, C. F., 209.
Baxter, R. L., 464, 576-7.
Bayliss, Margaretta A. (Mrs L. Grice), 407-8.
Bayne, Eleanor M. G., 490, 608-9, 637.
Bay of Islands, 6-9, 13, 110, 184, 328, 391, 393, 438, 607, 669.
Bay of Plenty, 162n, 237, 380, 383, 467, 568-70, 663, 667.
Bay of Plenty Times, The, 353.
Beaglehole, E. W., 606.
Beale, John A., 91, 92n.
Bean, W. H., 508.
Beatty, William, 211n, 421.
Becroft, Herbert C., 485-6, 637.
Becroft, Peter, 303.
Bedford, W. J., 656, 682.
Bedggood, John, 21.
Beeby, Clarence E., 567-8, 625, 632-4, 638, 657, 665, 703-4.
Begg, J., 541.
Belfrage, George H., 65.
Bell, A., 453, 469, 471-4, 484, 505-6, 511-2, 519.
Bell, Alexander, 609, 624-5, 662, 665-7, 672.
Bell, Archibald, 674-80.
Bell, E., 562.
Bell, Elizabeth V., 485, 609.
Bell, Sir Francis H. D., 394, 444, 512-4.
Bell, Robert R., 201, 212.
Benge, A. J. H., 512, 657.
Benge, Alfred, 256.
Bennett, C. F., 447.
Bennett, John B., 18.
Bentley, Frederick W., 671-2.
Beveridge, Andrew, 67, 85.
Bible, The, 17, 21, 178n, 258-9, 321, 369, 450, 483, 571-3.
Billington, John, 68, 89n.
Bindon, W. H. V., 248.
Binsted, Henry, 318, 457, 486, 591, 609, 644, 707.
Bird, W. W., 453, 480, 509, 511-2, 697.
Birkenhead, 303, 390, 395n, 397.
Birley, John P., 187, 197.
Birss, William, 243, 481.
Bishoprick, C., 223.
Black, George C. C., 528.
blackboard, the, 38, 53, 80, 143, 259, 267, 319-20, 418, 478, 692.
Blackie, W. G., 568.
Blades, Bithiah, 81.
Blades, Joseph, 202, 223, 255, 338n.
Blair, Sir Archibald W., 651.
Blair, J. P., 457.
Blair, J. R., 279.
Blake, B. N. T., 496, 568, 594, 636.
Blakey, F. E., 243.
Blamires, E. O., 574.
Bledisloe, Charles Bathurst, 1st Viscount, 541, 553.
Blenheim, 529, 535.
Blennerhassett, Yvonne, 692.
Bligh, R. H. W., 344.
blind, education of the, 343, 561.
Blockhouse Bay, 674.
Bloodworth, Thomas, 401-2.
boarders, 63, 97, 182, 187, 210, 387-8, 420, 471-3, 508, 526, 542-4, 550-1, 570, 577, 617, 637, 640, 704.
Board Fund, 116, 120.
Boardman, Abraham, 71.
Board of Education (England), 280, 284, 379, 555, 597.
Board of Studies (Training College), 595, 636.
Boddie, James, 396-7, 437, 462-4, 531.
Boden, William J., 417, 453, 568, 594.
Bodkin, Sir William A., 528, 582.
Bollard, H. A. V., 569-70.
Bollard, John, 303, 411.
Bollard, Richard F., 438.
Bombay, 154-5, 318.
Bond, James S., 396-7, 462, 515.
books, school-, 22, 30, 34, 38, 51-3, 57, 61, 76, 82, 127, 140-7, 154-6, 191, 198-202, 246, 308, 324, 348-50, 354-5, 391, 402, 436-7, 446, 468, 483, 492, 522, 544, 554, 579, 588, 618, 630, 650, 679, 687, 691-2.
Borough Road Training College, 314, 323.
Boswell, Charles W., 490, 607-9, 697.
Bothwell, James H., 674-8.
Boult, Charles N., 211.
Boulton, George N., 578, 680-1, 704.
Bovet, Pierre, 555.
Bowden, Alfred N., 374, 415, 431.
Bowen, Sir Charles C., 93, 100-1, 108.
Bowen, Sir George F., 65, 90n.
Bowen, Rosanna, 214.
Bowman, Thomas W., 624-6, 662.

Bowyer, W. I., 557, 568-9, 583, 622-6, 662, 672-4.
Box, Josiah, 490, 609.
Boyd, Aubrey C., 481.
Boyd, William, 450, 555, 564-5.
Boylan, James T., 14, 21-2, 61, 62n, 67, 95, 153, 177n.
Boyle, Campbell, 568, 609, 657.
boys, 4, 7, 19, 31, 41, 68-72, 78-9, 114, 162, 177, 183, 187, 190, 193-6, 208-11, 225, 280-6, 294-302, 307-9, 335, 349, 403-6, 442, 458, 461, 465, 508, 517, 543, 547, 592-4, 598, 627, 643, 659, 671, 676, 690n.
Boy Scout Movement, 358n, 469.
Brabazon, Joseph, 38, 62n, 68.
Braik, G. D., 356-7.
Braithwaite, J. H., 432.
branch offices, 656, 660, 664.
Bree, E. M., 71.
Brennan, Joseph, 14-5, 21, 25, 698.
Brett, Sir Henry, 98, 296.
Brett, Sir William B., 216.
Brew, F. C., 568.
Bridge, G. S., 204.
Brinsden, F. W. H., 396-7, 402, 419, 462.
Bristol University College, 280.
British and Foreign School Society, 4, 163.
British Empire Games, 1950—639; 1954—696.
Brodie, Walter, 21.
Brook, Julian, 233.
Brooker, Nona, 692.
Brookfield, F. M. P., 61-2, 72, 95.
Brooks, Jessie J., 318.
Brooks, T., 668.
Brough, T. A., 453.
Brown, A. St Clair, 547, 622.
Brown, Francis H., 387-8.
Brown, Frederick D., 171, 274, 278, 336.
Brown, George, 332.
Brown, Hugh, 609.
Brown, J. A., 72.
Brown, John A., 10.
Brown, William, 13, 16.
Brown, Winifred E., 597.
Browne, Colin B., 598, 635, 692.
Browne, J., 66.
Browne, Thomas Gore, 12, 16, 32, 36.
Brownlee, G., 457, 461, 501, 531, 568-9, 625.
Brownlie, Noelene, 691.
Bruce, David, 18-20, 25-6, 30, 31n, 42, 47, 50, 53, 62-3, 95, 99, 698.
Bruce, Graham, 211, 301.
Bruford, C. A., 222.
Brunner, Edmund de S., 555, 558, 564.
Bryant, L. W., 570.
Buchanan, Leslie, 412n.
Buck, Sir Peter, 487.
Buckhurst, William B., 202, 229n.
Buckland, William F., 20-1, 50, 62, 110, 113, 131.
Buckland, William T., 99n.
Buckle, G. W., 453.
Buckley, A. A., 587, 591.
Buddle, Joseph, 303.
Buddle, Thomas, 18, 37, 42, 62n, 95, 190n.
Buddo, David, 237, 385.
Building Fund, 76, 117-27, 203, 207, 241, 340, 655, 684.
Buildings Maintenance Account, 445-6.
buildings, portable, 458, 471.
buildings, school, 36-41, 52-3, 63-77, 82-95, 101, 117-27, 178-86, 192-4, 203-7, 215-6, 241, 248, 255-6, 277-8, 282, 288, 293-6, 310, 340-3, 351, 355-6, 373, 381-2, 389-90, 409, 412, 441-9, 452-7, 469-80, 502, 519-27, 533-8, 540, 545, 550n, 551-3, 557, 566, 570, 574, 577, 586-8, 593, 603, 613, 628, 640-9, 655, 660, 663-9, 682-5, 689, 694, 699-705.
Bull, Archibald G., 674-5, 678.
Bull, H., 103.
Bullen, Keith E., 490.
Burley, W. E., 697.
Burlinson, G. M., 105, 423.
Burn, Alice, 350.
Burnett, Archibald F., 490, 493, 609.
Burns, Andrew N., 398-9.
Burns, Archibald, 373, 383, 396-7, 457, 464, 499, 509, 512-4, 527, 531-2, 529, 539, 549, 568-71, 583, 586, 592, 622-6.
Burns, David, 31.
Burns, Edith, 464.
Burns, Hector K., 315, 377, 398.
Burnside, William, 339, 347, 354, 377, 398.
Burrow, Walter E., 283.
Burrows, Robert, 30.
Burt, Sir Cyril, 449-50.
Burton, A. F., 232, 399, 418, 697.
Burton, Ernest R., 302.
Burton, F. P., 170, 222, 231, 493.
Burton, Ormond E., 485, 490.
Burton, Robert V., 609.
Busby, James, 6, 62.
Busfield, L. B., 572.
Busing, Edward A. J., 674.
Butchers, A. G., 564.
Butler, Victor C., 490.
Buttle, George, 37.

Cahill, Basil F., 302.
Cahill, W. J., 493, 697.
Calder, Jasper, 697.
Callaghan, F. R., 467.
Cambridge, 52, 157, 160, 175, 232, 268, 287-8, 292, 300, 329, 332, 487, 568.
Cambridge, university of, 41, 265.
Campbell, Arnold E., 665, 704.
Campbell, A. F., 704.
Campbell, A. J., 639.
Campbell, G. G., 615.
Campbell, J., 208, 212.
Campbell, Sir John L., 16, 21, 67n, 73, 87, 94, 98-102, 166, 185, 267, 274, 299, 329, 374.
Campbell, K., 78.
Campbell, Mary I., 292, 318.

Campbell, Robert, 387-8.
Campbell, William J., 461, 568-70, 583, 614, 624-8.
Campbell's Bay, 579, 636, 660.
Canning, Charles, 43.
Canterbury, 13, 19, 35, 58, 93-5, 101, 120, 123, 129, 189, 238, 244, 391-3, 399, 462, 477, 487, 506, 535, 579, 583-6, 590, 607, 620, 639, 659n, 664, 680-1, 704-6.
Canterbury, North, 100, 120-1, 124, 131, 148, 166, 204, 219, 261, 342, 353, 356, 375, 385, 438.
Canterbury, South, 100, 132, 148, 160, 204, 218, 404n, 550, 584, 590.
Canterbury University College, 222, 352, 375, 565.
canvassing, 33, 262-3, 366.
capitation, 93, 103, 106, 116-9, 123-34, 138, 182-6, 215, 235-44, 245n, 255, 261, 274-8, 288-90, 331, 339, 346, 358n, 384-7, 391, 414, 470, 474, 480, 526, 534-5, 539, 544-5, 576, 580, 586-90, 617-9, 628, 644-5.
Caradus, Edward, 212, 558, 567, 642-3, 657.
Caradus, John, 302.
Carleton, Hugh, 13, 21, 30, 62.
Carlson, Earl R., 635, 691.
Carmichael, A. B., 572.
Carnachan, Blanche E., 490, 496, 697.
Carnachan, Janet M., 609.
Carnachan, Myrtle E., 609.
Carnachan, Robert, 208, 224, 417.
Carnahan, W. H. N., 464, 468.
Carnegie Corporation, 561-2.
Carpenter, Henry E. D., 388n.
Carr, Agnes, 81.
Carr, Clyde L., 528, 582, 696n.
Carr, James G., 147, 215.
Carr, J. W., 170-1, 191, 194, 202.
Carr, James W., 23, 68, 110, 113-5, 133, 153.
Carr, Lydia, 81.
Carr, Norman M., 609.
Carroll, Sir James, 447.
Carter, Charles M., 103, 222, 234, 256, 493.
Casley, Ethel I., 609, 636, 686.
Cass, B., 89n.
Castor Bay, 578-9.
Castro, Frederick K. de, 395.
Caughley, J. G., 634.
Caughley, John, 395, 417, 422, 429-30, 453, 457, 460, 466-7, 473, 480, 484, 491, 503-6, 510-2, 519, 543, 560, 697, 703.
census, 1878—121; 1881—121; 1901—298; 1951—693; 1956—693.
Centennial Dinner, 708.
centralization (of control of education), 19, 33, 45, 50-1, 58-9, 89, 93, 100-2, 125, 141, 154, 178, 238, 300, 313, 350, 387, 450, 514-26, 530-9, 547-8, 552, 556-7, 701.
certificate, good attendance, 106, 116, 479.
certificate, higher leaving, 396, 554, 632.
certificate, intermediate, 576.
certificate of competency, 405, 497, 557.
certificate of proficiency, 84, 177, 186, 208, 302, 335-6, 343, 377, 405, 454, 464-6, 482, 497, 524, 545, 556-8, 575-6, 588.
certificate, primary-school, 557-8, 575-6, 703n.
certificate, school, 554-7, 632-3, 637-61, 701.
certificates of exemption, 86, 391.
certificates, teachers', 23, 26-8, 31, 40-1, 48-9, 57-8, 72-4, 77-8, 82, 102, 126, 142, 162, 167-8, 174-6, 198, 221-2, 235, 262, 292, 304, 319-21, 325-7, 364, 367, 375-6, 387-91, 427-9, 433, 493, 508-9, 545, 565, 574, 618, 677.
Chapman, Sir Frederick R., 384.
Chappel, S. E., 457, 587.
character-training, 703.
Charters, A. B., 453.
Cheeseman Memorial Competition, 561.
Cheeseman, Thomas, 22, 25, 30, 42, 47, 62, 274, 328.
Chelsea, 323.
children, gifted, 295, 308, 497.
children, handicapped, 343, 388, 449, 488-9, 528, 553, 561, 596-8, 610, 634, 658, 689-92, 697, 700-1.
children, pre-school, 692.
children, problem, 636, 686.
Children's Court, 464.
Children's Earthquake Camp, 596.
child welfare, 396, 512, 522, 525, 538, 550, 580, 664.
Chinamen's Gardens, 476.
Ching, Thomas, 296.
Chisholm, Mary C., 458, 609.
Choral Hall, 70, 95, 171, 181, 199, 291, 354.
Christchurch, 13, 137, 174n, 178, 222, 240, 259, 283, 313, 375, 421, 453, 477, 496, 528-9, 535, 561, 595-8, 601n, 634-5, 640, 656, 667n, 690, 693, 703.
Christchurch Training College, 375, 568, 595.
Christian Socialists, 343.
Christie, J., 222.
Christie, James, 374.
Churchill, Sir Winston S., 344, 448, 613, 622, 695-6.
Churton, John F., 18.
City and Guilds of London Institute, 284-6.
Clare, Moana L., 488-9, 597.
Clark, Ada, 318.
Clark, Archibald, 9, 18, 25, 28, 42, 47, 64, 67, 85, 698.
Clark, J. McC., 61, 99n, 110-3, 119, 130-2, 140, 177, 185, 211, 268.
Clark, James, 53-4.
Clark, John, 402.
Clarke, Sir Fred, 601.
Clarke, George, 14.
Clarkson, A., 73, 89n.
Clarkson, John L., 508.

classes, agricultural, 593, 642.
classes, "associated", 275-8, 384.
classes, "college", 275-6, 384.
classes, continuation, 276, 287, 358n, 373, 391, 396-7, 419.
classes, correspondence, 471.
classes, domestic science, 442, 537.
classes, evening, 193, 286, 375, 465, 701.
classes, farmers', 465.
classes, hospital, 635-6.
classes, infant, 251-3, 315, 321, 344, 351, 377, 480, 554-6, 560, 626, 638.
classes, intermediate, 564.
classes, kindergarten, 321.
classes, large, 114, 246, 308, 327, 437, 441-3, 472, 550, 567, 590, 640, 690.
classes, lip-reading, 597.
classes, museum, 561-2.
classes, primer, 315, 345, 354-5, 377, 402-7, 424-7, 454, 476, 489, 492, 496-7, 572, 608, 660, 692.
classes, remedial, 635.
classes, "school", 275-6, 278, 290.
classes, "special", 275-8, 384, 408-10, 464, 488-90, 537, 552, 565, 570, 595-8, 604, 634, 658, 685, 705.
classes, Standard, 136-53, 158, 162, 172, 187, 190, 198, 210-2, 242-50, 254-5, 259-60, 265, 268-9, 277, 282, 287, 302, 308-9, 331-8, 345, 348, 351, 354-7, 377-8, 399-407, 411, 417, 430, 442, 454-60, 468, 480-3, 489-92, 496-7, 501, 513-4, 524, 543, 560, 564, 572, 599, 608, 641, 659, 691.
classes, swimming, 480.
classes, technical, 276, 294, 300, 336, 397, 465, 687.
classes, trade, 547.
classes, university, 170-1, 317-8, 392, 487, 508.
class, hard-of-hearing, 597.
class, sight-saving, 692, 705.
classification (of pupils), 83, 255, 260, 308-9, 337, 449, 458, 557, 599, 617-8, 658.
classrooms, prefabricated, 660, 663.
classrooms, temporary, 679, 705.
Clegg, C. P., 596.
Cleland, H. D., 672.
Clements, Archibald, 296.
Clevedon, 465.
clubs, agriculture, 466, 579.
Coalition Government, 541, 590.
Coal Mine Owners' Association, 438.
Coalminers' Federation, 438.
Coates, Joseph G., 438, 446, 450, 481, 512, 520, 527, 570, 613n.
Coates, Richard, 130, 135, 146, 153, 222-4, 234, 246.
Cobbe, J. G., 582.
Cochrane, Samuel, 197.
Cochrane, William S., 296.
Cockburn, Francis C. J., 285, 291.
Cocker, W. H., 641.
Cockerill, K. C. M., 672.
co-education, 69, 71, 91, 407, 458, 494, 638.
Cogswell, W. P., 10.
Cohen, K. J. H., 662, 674.
Cohen, Mark, 386, 514, 526.
Colclough, Mary A., 61, 72.
Colegrove, Constance M., 697.
Colley, Isobel B., 597.
Collier, James, 159.
Collins, C. F., 568-9.
Collins, Edith C., 318, 337.
Collins' Readers, 146.
Colonial Conference (1907), 328.
Comenius, 203, 271-2, 561, 573.
Commissioners, Auckland Grammar School, 63-6.
Commissioners of Educational Reserves, 160, 191-3.
Commissions — Balfour—266; Cohen—386-90, 584; Colonial Scale of Staff and Salaries—240-5; Devonshire—266; New South Wales education—373; Samuelson—266; Technical Instruction—266; University and Higher Education—184, 188.
Committee of the Privy Council on Education, 1, 5, 34, 57, 165.
committees of management, 22-3, 27.
Commons, House of, 4, 17, 59, 328, 344, 481.
Communist Party, 451.
community centres, 641.
Community Sunshine Association, 464, 492, 596.
Compayré, Gabriel, 324.
Conference, General Education, (1910), 350-9.
Conference on Education (1944), 640-6.
Conferences of Education Boards, 1895—270; 1905—308; 1919—515-6; 1921—516-7; 1922—516-8; 1923—455; 1924—527; 1925—467; 1929—527, 532; 1932—552; 1935—578-80; 1946—628; 1948—647, 653-4; 1951—665, 678-80; 1952—666; 1957—707.
Congregationalists (Independents), 15-8, 24.
Connell, W. J., 222.
Conolly, Edward T., 216-7.
consolidation (of schools), 289-90, 388, 449, 454-5, 460, 497, 519, 529-32, 558-9, 564-6, 570, 579, 586, 594, 627, 704.
Constable, Maxwell F., 625, 662, 674-5, 678.
Consultative Committee on the Post-Primary Curriculum, 633-4.
Convention for School Committees (1955), 702.
conveyance, 289, 308, 312, 334-5, 338, 350, 358n, 397, 410, 455, 460, 471-5, 520, 526, 544, 550, 559, 570, 577-9, 586, 617-9, 627, 649, 655, 659, 664, 678, 683, 688, 702-4.
Conway, Mabel E., 417.
Cook County, 110.
Cook Islands, 452.
Cooper, Patricia E., 689.

Cooper, Sir Theophilus, 110, 113, 144, 201-2, 217, 248, 255, 262, 273-4, 278, 338n, 360, 384, 462.
Cooper, W. H., 508.
Corbett, R. J., 594.
Cornes, J. S., 485.
Cornford, P. H., 54n.
Cornwall Park, 299.
Coromandel, 465, 660.
Coromandel Peninsula, 12, 60, 110, 392-3, 467, 570, 668-9.
Coronation, The, 696.
Cottrell, Arthur J., 317.
Council of Adult Education, The, 586.
Council of Christian Congregations, The, 572.
Council of Religious Education, The, 572.
Country Party, 541.
country districts, 92, 120, 123, 127, 215, 244, 285, 383, 402, 436, 444, 456, 467, 471-4, 497, 503, 508-9, 564, 571, 590, 605, 615, 640, 644-5, 663, 689.
Coupland, James, 89.
courses, academic, 594, 599.
courses, agricultural, 594, 599, 642-3, 649, 667n.
courses, art, 599.
courses, commercial, 594, 599, 637.
courses, exploratory, 496, 529, 537, 566.
courses, home-crafts, 594.
courses, industrial, 643.
Courses of Work for District High Schools (Garrard), 483.
courses, refresher, 466, 560, 570, 595, 637, 641.
courses, rural, 641-2.
Cousins, Hannah, 315.
Cousins, Herbert G., 315-7, 321-3, 347, 351-2, 378, 387-9, 408, 415-7, 421-2, 483-9, 707.
Cousins, James S., 315.
Cowie, E. M., 697.
Cowie, J. A., 678.
Cowie, William, 54n, 95, 147, 273.
Cox, Alec B., 464.
Cox, E. J., 45, 47n.
Cox, Edmund A., 211.
Cox, Hugh, 490, 609.
Cox, James T. G., 345, 347, 354, 377, 398.
Cox, R. G., 481-2.
Craig, A. T., 274.
cramming, 137, 254, 259, 262, 373, 405, 700.
Crawford, C. E., 581.
Crawford, H., 662.
Crawford, J. J., 457.
Crawford, J. N. B., 488.
Creighton, Robert J., 50, 61, 64.
Creswell, T. R., 453.
cricket, 66, 162n, 200, 205-6, 307, 350, 378-80, 404n, 697-9.
Crippled Children's Society, 591.
Crispe, Colin R., 318, 420.
Cronin, Bartholomew, 153, 222, 256, 374.
Crookes, S. I., 402.
Crosby, Edward, 380.
Crossley, Owen T. L., 371.
Crowe, Richard, 162-3, 170, 246-7, 254-6, 347, 355, 374-7, 387-9, 396-7, 409, 646.
Culpan, Robert H., 625.
Cumming, C. A., 568.
Cumming, William A., 279, 283.
Cunliffe, E., 704.
Curnow, John, 97, 166-7.
Curnow, Violet D. A., 609.
Cussen, Kathleen, 318.
Cussen, Mary E., 318.
Cutter, E. C., 481.
Cuvier Island Lighthouse Station, 476.
cybernetics, 699.

Daily Herald, The, 369.
Dairy Flat, 155, 626.
Dalcroze, Jacques, 495.
Daldy, William C., 15, 62n.
Dale, W. S., 562.
Dalziel, M., 385.
dancing, 187, 200.
Dangerfield, Joseph E., 285.
Darby, Patrick, 44-5, 47n.
Dargaville, 203, 302, 328, 332, 416, 418, 465, 569, 607, 642, 659, 674-5.
Dargaville, Joseph M., 88n, 99, 110-1, 131, 140, 189.
Darnell-Smith, George P., 296-7.
Darrow, H. A., 431.
Davey, Alfred J., 696n.
Davidson, William, 240, 386.
Davies, E. Salter, 555, 558, 564-5.
Davies, J. W., 54n.
Davis, Daniel, 30.
Davis, Sir Ernest, 553, 571.
Davis, J. King, 283.
Davis, R. T., 672.
Dawes, J. T., 402.
Day, Arthur E., 224, 594.
Day, Frederick C., 609.
Day, Ivan J., 624-6, 674-5, 662, 667, 669, 676-80, 704, 707-8.
Day, Richard, 45.
Day, Thomas, 232.
deaf, education of the, 343, 539, 634-5.
deaf, partially, 488, 596-7.
Dearsley, H., 402.
Deavoll, W. I., 528, 564-5, 583, 652, 680-1, 704.
decentralization, 102, 450, 516, 538, 556, 700, 704.
Decroly, Ovide, 495.
Dedwood, 68, 71-2.
Defence Department, 379.
Deighton, Joseph H., 412.
delinquency, juvenile, 152, 306, 686, 700-1.
Dempsey, Arthur W., 302.
Dempsey, Walter S., 257, 614.
Dengler, Paul L., 555.
Denne, A. H., 568.
Dennehy, J. H., 467, 642.
Dennis, G. P., 555.

denominationalism, 46, 50-1.
Densem, R., 639.
Dental Association, 377.
dental clinics, 591, 626, 648-9.
dental services, 442, 539, 554, 557, 570, 692.
Department of Agriculture, 465.
Department of Health, 413, 512, 591, 596, 635, 679, 691.
Department of Justice, 461.
Department of Labour, 602-3.
Department of Lands and Survey, 526, 646.
Department of National Service, 622.
Department of Native Affairs, 106.
Department of Science and Art (South Kensington), 268-9, 271-2.
Department of Scientific and Industrial Research, 512.
deportment, 114.
depression, economic, 37, 105, 133, 448-9, 451-2, 513, 523, 525, 539-43, 556, 567, 575-7, 590, 602, 611, 625.
desks, 53, 480.
Devonport, 52, 72-3, 123, 254, 395n, 397, 440, 467n, 492.
Devonport Steam Ferry Company, 372, 595.
Devonport Urban Area, 397.
Dewey, John, 202, 495.
Diamond Jubilee, Queen Victoria's, 200-1.
Dick, R., 289.
Dick, Thomas, 122, 130-1, 156, 168, 188-9.
Dickie, H. G., 582.
Dickie, Roy A., 637, 676-7, 691.
Dickinson, James C., 103, 116, 163-4, 224, 246-7, 254-6, 262, 268, 291, 377, 422.
Dickson, James S., 438, 447.
Diggle, Harold M., 625, 662, 674, 678.
Dignan, Patrick, 9, 21, 61, 64, 68, 94-5, 99, 102, 154, 278.
Dill-Macky, W. M., 642.
Dilworth, James, 9, 14-5, 21, 102, 223.
Dingwall Orphanage, 636.
Dinneen, Alice M. D., 209.
Dinwiddie, W., 496.
discipline, 23-4, 31, 40, 43, 45, 72, 80-2, 117, 152, 158, 164, 203, 248, 251, 253, 280, 299, 301, 305-6, 317, 319, 327, 345, 361, 363-4, 366, 372, 375-6, 388, 410, 425, 444, 488, 495, 556-7, 590, 613.
Dixon, Walter, 587, 591.
Dobson, Albert, 465.
Domain, Government, 66n, 70, 201, 353, 372, 485.
Domett, Alfred, 54n.
Dominion Conference of School Committees' Associations, 1933—591; 1935—591.
Dominion Federation of School Committees' Associations, 569, 574, 588.
Donaldson, Viva, 462, 464.
Donovan, Patrick, 15, 44-5.
Donovan, R. J., 683.
Dorrington, Hector G., 609.
Dow, A. T., 572, 587, 591, 644.
Downard, F. N. R., 347.
Draffin, William H., 103, 222, 231, 383, 606.
Drake, E. W. A., 656.
Drake, George W. C., 490.
Draper, John G., 624.
dress, pupils', 187-8, 303, 685.
Dromgool, James C., 209, 337.
Drummond, D. H., 538.
Drummond, J., 453, 458, 495.
Drummond, W., 562.
Drury, 52, 60, 569.
Drury, L. G., 572.
Dryland, H., 292.
Dudley, Benjamin T., 103.
Dunbar, Frederick J., 671.
Dunedin, 13, 44, 54n, 174n, 198, 240, 248, 264-5, 283, 293, 313, 350, 369, 386, 404, 421, 449, 481, 496, 529, 535, 596, 612, 636-7, 693, 696n, 703.
Dunedin Training College, 542, 637.
Dunlop, David W., 409-10, 415, 428, 431, 439-40, 456, 458, 460, 464, 466-7, 471, 480, 499, 503, 527, 549, 559, 568-9, 573, 576-9, 583, 614, 625-6, 628, 646.
Dunlop, Jane, 409.
Dunlop, Thomas A., 409.
Dunn, W. L., 578, 581.
Dunning, Louisa, 81.
Dunning, Marion, 81.
Dunsmuir, Jean M., 464.
Durrant, Thomas, 671-2, 704, 706.
Durrieu, Josephine, 609.
Durrieu, Louis A., 91, 111, 127.
Durrieu, Pauline, 609.
Dye, Frank, 338n, 462.
Dyer, Robert C., 160n, 173, 222, 232-3.
Dyer, W. W., 579, 640.

Earl, Emilie C., 490.
Earle, Ivy D., 490, 609, 636, 686.
Earle, Jane M., 489.
early-leavers, 38-9.
Earthquake Relief Fund, 470.
East, Alfred F. D., 453, 568, 625, 657.
Eastern Secondary Schools Board of Governors, 678.
Eastgate, Florence T., 606.
Eastgate, Mildred, 490.
East Ward, 311, 338, 393-7, 412, 462, 568, 583, 592, 625, 662, 672.
Eaton, Mary S., 686.
Economic Stabilization Commission, 648-51.
Economy Commission (1921), 516.
Eden, 61, 65, 98, 102, 109-10, 194, 392-3, 438, 447, 512, 669, 696n, 697.
Edendale, 472.
Edgar, John J., 412.
Edgecombe, James D., 624-5, 662, 674.
Edgecumbe, George, 311, 338, 347, 354, 373.
Edger, Kate M., 95.

Edger, Margaret L. F. (Lilian), 209, 229n.
Edger, Samuel, 147.
Edgerley, Kate V., 606.
Edgerley, William W., 607.
Edinburgh, H.R.H. Prince Philip, Duke of, 694-8.
Edinburgh, university of, 66, 170.
Edmonds, Samuel J., 15.
"educable capacity", 451.
Educational Institute of Scotland, 181, 573.
education, adult, 303, 556-8, 582, 586, 608, 640-1, 704.
education, agricultural, 289, 386, 396, 465, 532, 558, 695.
education, aims of, 4, 33, 136, 152, 169, 202, 346, 494.
Education and Educators (Laishley), 114.
Education Boards' Officers Association, 681.
education, classical, 295, 531.
education, commercial, 266, 275-6, 283, 286-7, 373.
Education Committee of the House of Representatives, 1903—313, 340, 355; 1904—355; 1914—393; 1929—528; 1937—582, 585-6; 1956—696.
Education Conference (1946), 643-5.
Education Department, 100-4, 108, 118, 125, 129-31, 141, 147-8, 181, 185, 195, 227, 234, 237-9, 254, 259-62, 276-7, 282-9, 293-4, 300, 307, 313, 321, 333-45, 351-2, 355-61, 367, 374, 379, 386-92, 395-400, 405-24, 428-35, 438-46, 451-6, 463, 467-74, 480, 484-92, 498-502, 505-13, 517-22, 525-7, 532-7, 542-50, 557-62, 565, 576, 579-82, 585-8, 595-8, 601-4, 607, 618-20, 627-43, 646-52, 655-68, 678-81, 686-92, 699, 703-5.
Education Districts (including school districts), 68-70, 73, 92, 100-1, 120-4, 129, 148, 154, 175, 183, 194-5, 198, 204, 215-6, 227-8, 238, 247-9, 255, 261, 280-1, 303-5, 310-1, 315, 356, 363, 368, 373, 379-81, 386, 391-6, 401, 410-3, 416, 424, 428-30, 437, 452, 461-3, 476, 531-2, 548-50, 564, 568-9, 580, 584-5, 588, 592-6, 601, 604, 620, 629, 632, 638, 646, 657-9, 662, 667-73, 688, 707-8.
education, domestic, 283, 388.
education, experimental, 495.
education, free, 93, 126, 176, 257, 321, 335-6, 343, 346, 446, 482, 497, 536-7, 546, 564, 587.
education, free secondary, 336, 343, 497, 536, 546.
education, higher, 98, 302, 350, 384, 390, 453, 528, 540, 582, 703.
education, higher technical, 539, 565.
Education in Australia (Browne), 520.
education, industrial, 373, 396.
education, intermediate, 566, 594, 659.
Education Loan, 473.
Education Loans Account, 540.
education, liberal, 84, 186.
education, national system of, 265, 345, 386, 396, 401, 532, 678-9.
education, native (Maori), 343, 608, 676-7.
Education of the Adolescent (Hadow Report), 528, 599.
Education on the Dalton Plan (Parkhurst), 495.
education, practical, 295.
education, pre-school, 640-1, 704.
education, primary, 58-9, 102, 113, 129, 171, 192-5, 198, 215, 254-5, 270-2, 275-6, 286, 294, 316, 330-3, 344, 348-53, 373, 386-7, 390, 398, 403-4, 410, 414, 444, 457-9, 497, 513-5, 518-9, 527-30, 536, 547, 554, 579-80, 583, 594, 599-601, 641, 663, 700.
education, "progressive", 496, 700.
education, public interest in, 386, 517, 567, 644, 663, 707.
education, reform in, 437, 448-9, 700-1.
education, rural, 640-1.
education, secondary, 66, 98, 102, 129, 154, 157, 160, 182-3, 186, 193-5, 198, 201, 275-6, 287, 302, 316, 330-8, 343, 352-3, 356-8, 373, 386-7, 396-7, 403, 410, 449-53, 459-60, 482-3, 497, 507-8, 513-8, 527, 536, 539-40, 546-7, 557-8, 564, 579-83, 594-5, 599-600, 632-3, 649, 663-5, 700-1, 704.
education, secular, 4, 17, 20, 23, 36, 42, 45, 49, 51, 63, 102, 186, 257-8, 369, 446, 574, 688.
education, study of, 55, 66, 108-9, 167, 253-4, 262, 324, 376, 415, 565, 690.
education, technical, 265-97, 321, 341-3, 350, 357-9, 373, 384-9, 397, 401, 410, 453, 462-4, 515, 518, 527-8, 536-7, 543, 568, 579-80, 593-4, 636, 657, 694-5, 700, 703-4.
Education Today and Tomorrow (Mason), 640, 645.
education, university, 451, 485, 515, 539, 701.
education, visual, 449, 500-2, 561-3, 650, 658.
education, vocational, 449, 454.
Edward VII, 298-9, 301-2, 312, 328, 350.
Edward VIII, 555; as Prince of Wales, 449.
Edwards, Arthur, 231.
Edwards, John, 68, 87, 592.
Edwards, Watkin J., 68, 78, 89.
Edwards, Sir Worley B., 383.
efficiency and education, 386-7, 398, 436-7, 483, 505, 509, 517-8, 523, 530, 536-9, 543-5, 548-9, 559, 580-4, 617, 621, 644, 663-4.
Elam, J. E., 269n.
Elam School of Art Board of Managers, 570.
Elam School of Fine Arts, 629.
elections, 33, 108, 228-30, 311, 335, 350, 395-7, 401-2, 412-4, 446, 449, 454, 463, 512, 519, 527, 541, 553, 586, 590,

603, 607, 624-5, 637, 644-6, 658, 662, 671-5, 679, 685, 707.
Eliott, G. E., 18, 42-4.
Elizabeth II, H.M., Queen, 694-6.
Ellerslie, 70, 254, 334, 674-5.
Elliott, E. D., 464, 470, 576-7, 625.
Elliott, Joseph E., 568-70, 583, 624-6.
Ellis, C. G. S., 658, 671, 704.
Ellis, Howard J. S., 481, 493.
Elmsley, Thomas, 192.
Emergency Precautions Scheme, 614.
endowments, educational, 5, 22, 37, 57, 62-4, 86-8, 97-8, 102, 129, 154, 183-95, 225, 257, 266, 329-30, 397, 423, 520, 545, 628.
England, 2-5, 8, 11-3, 24, 34, 38, 54-6, 59, 162n, 165, 182, 202, 260, 265-6, 270, 281-4, 297-9, 302, 306, 312-5, 321, 326-8, 351, 358, 373, 377-9, 388, 404-6, 421, 443, 450-3, 460, 468n, 553-5, 558, 573, 597, 612-3, 622, 625, 630, 699-700.
England, Thomas, 279, 283.
English Grammar (Allen and Cornwell), 76.
English Tradition in Education, (Norwood), 450.
Ensoll, Beryl W., 598.
Ensoll, John E., 287.
Ensor, Beatrice, 494, 555.
Entrance to the University (Beeby, Thomas and Oram), 634.
Entrican, A. J., 401, 447.
environment, 295, 351, 363-4, 425-30, 439, 467, 478, 492, 498, 556-7, 631, 640-1, 691.
epidemics, 130-2, 185, 257, 338, 405, 413, 481, 571, 695.
Epsom, 9, 25, 70, 184, 224, 334, 354, 372, 375n, 396, 483, 624n, 691.
equipment, school, 36, 53, 56, 75-6, 81, 101, 114, 118, 125-7, 197-8, 277, 282, 290-4, 301, 308, 317, 321, 333, 340-1, 351, 358n, 381, 406, 449, 467, 479-80, 495, 501, 525, 534-5, 545, 550, 557-9, 562-3, 567, 639-42, 655, 661, 682-92, 704-5.
essays, 402-3, 480-2, 561.
Essays on Educational Reformers (Quick), 271, 324.
Esson, J. J., 541.
Etheridge, S., 192.
Eudey, W., 404.
evacuation drill, 614-5.
Evans, David J., 465.
Evans, Edith L., 609.
Evans, Vryn, 697.
Evening Post, The, 511n.
Everyday Problems in Teaching (O'Shea), 402.
examinations, 75, 126, 137-53, 158, 162-5, 168, 171, 175, 179-81, 187-91, 198, 209-10, 220-2, 241, 247-50, 254-5, 257-60, 286, 295, 302-6, 315-8, 322n, 325, 336, 339, 345, 348, 352, 357, 375-7, 388-9, 391, 404-5, 420, 430, 442-4, 449, 454, 458-60, 464, 483-5, 495, 598, 508-9, 520, 524, 539, 545-7, 550, 554-7, 564-5, 595, 608, 631-4, 639, 661, 700.

Fairfield, 472.
Falla, Robert A., 490, 560, 562.
Farmer, Andrew J., 338n, 354, 373.
Farmers' Trading Company, 462n, 707.
Farmers' Union, 642, 691.
farming (farmers), 10-1, 71, 130, 442, 451, 465, 467, 543, 611, 641, 706.
Farrell, John, 342, 387-9, 365-7, 372, 519.
Farrell, Ray, 465.
Farrell, Robert, 202, 255-6, 274, 278, 338n.
Farrelly, A. W., 683.
fatigue, 351, 444.
Fawcett, Jacob W., 380, 457, 562.
Featherston, Isaac E., 13.
Federation of Labour, 371, 647.
fees, 22, 48, 52-6, 84-6, 93, 158-60, 180, 186-7, 193, 249, 270-7, 313, 325, 331, 397, 547, 575, 652-3.
Feilding, 283, 386, 529.
Fell, D. W., 485.
Fencibles, Royal New Zealand, 8-9.
Fenton, Alice, 598, 609, 635.
Fenton, Francis D., 64, 99n, 109.
Fergusson, Sir James, 90n.
Fern Flat, 214.
Ferner, Nellie E., 402, 457, 461, 464, 481, 501.
Fewtrell, Veronica, 692.
Fidler, William, 138-42, 145-7, 150, 162, 170, 174n, 268.
films, educational, 377-8, 499-502, 562, 650, 661.
Finch, Thomas, 468.
Finlayson, J. H., 573, 581.
fires, 305, 310, 329, 340, 444-5, 476, 655.
First Lessons on Health (Berners), 148.
Firth, E. C., 697.
Firth, Josiah C., 10, 67, 87, 95-6, 190n, 697.
Fisher, Archibald J. C., 464.
Fisher, George, 124-5, 193-5.
Fisher, John, 89n.
Fisher, Thomas, 216.
Fisher, V. F., 560.
Fitt, Arthur B., 486-7, 595.
Fitzgerald, James E., 13.
Fitzgerald, W. S., 174n.
Fitzherbert, W., 60.
Flag Cup competition, 481.
Flavell, Denis R., 337, 476.
Fleming, J., 572.
Fleming, J. A., 572.
Fletcher, Charles, 45, 47n.
Fletcher, John, 37, 697.
Fletcher, Lionel B., 37n, 697.
Fletcher, Joseph H., 18-21, 24-5, 37.
Fletcher, T. A., 453.
Fletcher, William, 37.

Fletcher, William J., 332.
floor-space, 314, 340-2, 436, 438, 444, 627-8.
Flower, Joseph N., 37, 65-6, 97.
Forbes, Aleck H., 609.
Forbes, George W., 529, 541, 588.
Fordyce, A. B., 431.
Forestry Service, 466.
Forsaith, T. S., 11-2, 43-4.
Forster, W. E., 59.
Forsyth, Thomas, 429, 511, 515, 523, 526-7.
Fortune, Wilfred H., 569-70, 572, 583, 587, 591, 624, 643.
Fossey, Walter T., 284.
Fowlds, Sir George, 199, 213, 312, 319-20, 329-31, 344-6, 350-1, 354, 357-8, 364, 371, 384, 447, 451, 606.
Fowler, F., 278.
Fox, Sir William, 54n, 58-60, 100, 108-9, 147, 150.
Fox, W. J., 17.
Foxton, 159-60.
Frampton, George, 359.
France, 1, 4, 66, 125, 181, 199, 261, 328, 370-1, 495, 502, 613, 622, 694-5, 700.
Francis, James, 15.
Franklin, 25, 100, 109, 392-4, 447, 669.
Frankton, 472.
Fraser, Ethel M., 318.
Fraser, J. I., 704.
Fraser, J. M., 89.
Fraser, Peter, 371, 414, 447, 451-2, 528, 553-5, 559, 562-3, 567, 570, 577-80, 582-3, 586-7, 594, 596, 603, 613n, 618-9, 658, 661.
Fraser, P. B., 356-7.
Fraser, William, 194.
Free Church of Scotland, 8, 11, 32.
Freedom of Religion Society, 10, 16-8, 21-3, 37.
Freeman's Bay, 122-3, 378, 693.
free places, 335-7, 386-8, 391, 396, 456, 464, 482, 522, 545-7, 553, 557-8, 574-6, 633, 703.
Freer, Warren W., 696n.
French, James M., 158-60, 170.
French, Jessie R., 166.
French, Edna D., 458, 485.
Freyberg, Bernard C. Freyberg, 1st Baron, 696.
Friend, G. W., 65.
Friends, Society of, 11, 18, 163n.
Froebel, Friedrich, 202, 262, 321, 324, 414.
Frost, F. L., 586n.
Fryett, Frank D., 465.
funds, public, 5, 8, 15-7, 22, 28, 34, 43-4, 48, 50-1, 55, 106, 154, 182, 215, 270, 275-6, 295, 303, 397, 655, 679, 681.
funds, special, 397, 655.
Furness, C., 414.
furniture, classroom, 22, 76, 82, 117-20, 125-7, 143, 197-8, 277, 320, 340-2, 381, 406, 444-5, 471, 480, 520, 639, 644, 655, 683, 685, 687, 702.

Gallipoli, 372, 433.
Galway, George V. A. Monckton-Arundell, 8th Viscount, 553, 569, 613, 626n.
Gamble, F. W., 531, 558.
Gardner, Molly, 481.
Garland, George J., 338, 354, 359, 373, 383, 385, 387, 390-1, 393, 396-7, 412, 419, 432, 437-8, 514, 625.
Garland, H. N., 333n.
Garlick, R. K., 190n.
Garlick, Thomas B. R., 379.
Garnett, William, 280, 284-5, 297.
Garrard, Charles W., 347, 353-4, 376-7, 398, 402, 412, 424, 453-4, 457-8, 460, 481-3, 492, 495, 499, 503-4, 506, 598, 600, 608.
Garry, Agnes, 481.
Garry, Francis A., 478n, 496, 530, 560, 632.
Gasparich, Joseph G., 431, 490, 609.
Gatenby, W. J., 375n.
Gatland, Arthur B., 257.
Gaudin, Frederick E. N., 387, 389.
Gear, Alexander, 662, 674-5, 678.
Geddes, J. McKail, 659.
General Council of Education, 393, 396, 414, 437, 449, 462, 467, 513, 523, 539-40, 551, 566.
General Fund, 352-3, 397, 470, 655, 684.
Gentile, Giovanni, 450.
George, Dorothy M., 625, 662, 673-4, 678.
George V, 350, 369, 435, 552-5; as Duke of Cornwall and York, 298-9; as Prince of Wales, 299, 301, 306.
George VI, 555, 613, 696; as Duke of York, 487.
George, Frances S., 84, 89, 177-8.
George, George, 279-82, 284-97, 308, 313, 335-6, 347, 351-2, 387, 389, 401, 491.
George, J., 62.
George, Rex M., 464, 614, 649.
George, Seymour T., 296.
Geraldine, 108.
Germany, 125, 199, 202, 265, 272, 295, 306, 328, 370, 435, 449-50, 595, 611-4, 622.
Gerring, Albert, 81, 233.
Gibb, S. C., 657.
Gibbes, Sir E. Osborne, 334, 395.
Gibbons, Lena, 287.
Gibbons, Naomi I., 318.
Gibson, Amy, 609.
Gideon, Eleanor C., 201, 211-2.
Gifford, Arthur, 170.
Gilbertson, A. J., 656, 682.
Gilfillan, H., 62n, 274.
Gill, Doris, 465.
Gill, T. H., 337, 347.
Gillies, C. L., 559, 562.
Gillies, Edmund A., 596.

Gillies, John H., 231, 233.
Gillies, Thomas B., 54-61, 66-7, 85-8, 98-9, 111, 484.
Gilmore, Arnold L., 596.
Gilray, Thomas, 352.
Giles, T. Harle, 209.
Gilfedder, Michael, 240.
Gilfillan, John A., 14, 16, 30.
girls, 3-4, 19, 22, 31, 61, 68-72, 77-8, 84, 88-9, 91, 114, 136, 143, 159, 161-2, 176-9, 183-97, 209-11, 225, 239, 247, 249, 256, 265, 280, 282, 286, 294, 297, 300, 302, 306, 330, 335, 348, 351, 395-6, 403, 406, 441-2, 458, 461, 497, 508, 517, 547, 592, 594, 598, 627, 643, 659, 671, 676.
Gisborne, 61, 217, 386, 447, 535, 550, 696.
Gladman, John F., 166, 262.
Glasgow, university of, 3, 9, 25, 555.
Glendowie, 568n.
Glen Eden, 693.
Glennie, J., 79.
Globe Readers, 146-7.
Glover, Albert E., 438, 447.
goldfields, 76, 92.
Goldie, Charles F., 297.
Goldie, David, 106, 110-1, 113, 115, 131, 140, 153, 171, 191, 193-4, 201-2, 297n, 462.
Goodfellow, William, 21, 43.
Good Templars, 147.
Goodwin, John S. Y., 138, 141-2, 145, 147, 150-1, 163, 234, 246-7, 256, 267-8, 317, 339, 346, 374.
Gordon, Barbara, 690.
Gordon, John, 30, 50, 54.
Gordon, Ngarita, 639.
Gordonton, 465.
Goring, Forster Y., 299.
Gorrie, John, 15, 37.
Gorrie, William, 8, 15-6, 19, 21, 89n, 148, 151n, 190n.
Gould, F., 62n.
governesses, 176-7.
Government House, 97-8, 199, 222, 299, 354.
Gow, James B., 438.
Gowans, Margaret J., 596.
Grace, James, 412n.
grading scheme, Dominion, 416, 422, 427-8, 442, 448, 502-5, 509.
Grafton, 68, 105, 121, 201, 210, 329.
Graham, A., 66.
Graham, David, 7.
Graham, Robert, 7, 11, 21, 42, 44.
Graham, W. A., 160.
Grahamstown, 200n, 208.
Grant, Alexander, 61, 72, 101, 202, 211, 246.
Grant, David, 285.
Grant, Jane D., 417, 431.
Grant, Jane W., 72.
Grant, John, 256, 299-301.
Grant, Margaret G. D., 210, 211n.
Gray, John, 13.
Great Barrier Island, 392-3, 669.
Great Britain, 41, 150, 199, 261, 272, 302, 328, 394, 420-2, 424, 433-5, 448, 459, 540-1, 550, 560, 613-4, 694-6.
Great Exhibition (1851), 695.
Great War (1914-19), 394, 399-401, 407, 450, 481, 486, 488, 525, 539, 550, 606.
Green, Bessie H., 458.
Green, Edward L., 95, 111, 118, 129.
Green, Estella, 686.
Green Lane, 422n, 440, 693.
Green Lane Hospital, 635.
Green, Samuel, 315.
Green, Samuel S., 644, 672, 674-6, 707.
Green, W., 222, 291n.
Greenhill, Peter, 52, 72.
Greenslade, A. E., 447.
Greenslade, Henry J., 311, 314, 338, 347, 354-5, 373, 383.
Greenwood, Joseph, 13.
Gregory, C. E., 682.
Gregory, W., 72.
Gresson, Sir Kenneth M., 652-3.
Grey, 385.
Grey, A. S., 431.
Grey, Sir George, 7-9, 13, 18, 35-6, 61, 64, 66n, 92, 94-5, 99-102, 183, 194-5.
Grey, Henry Grey, 3rd Earl, 8.
Grey Lynn, 35, 396, 411, 447, 472.
Greymouth, 194, 219, 535.
Grierson, Hugh C., 697.
Grierson, James, 103, 248, 254, 256, 322, 324, 347, 354, 697.
Griffin, J. L., 541.
Grigg, John, 30, 288, 423.
Grossman, J. P., 697.
guidance, educational, 459, 565, 582.
guidance, vocational, 459, 513, 532, 558, 565, 608, 631, 634.
Guild of Courtesy, 305.
Guinness, A. G., 194.
Gulliver, Edward H., 173-6.
Gurney, D., 660.
Gurr, J., 72n, 173.
Guthrie, R. S., 660, 682.
Guy, 508.

Habens, W. J., 148, 166-8, 172, 184, 187-8, 194, 201, 234, 249, 267, 271-2, 289, 299, 349.
Hadow, Sir William, 460, 465-6, 528, 573.
half-castes, 106-7, 257.
Hall, A. J. C., 606.
Hall, Edwin, 289.
Hall, G. Stanley, 202, 324.
Hall, H. G., 614.
Hall, Sir John, 121-2, 188-9.
Hall, Robert, 296.
Halliwell, T., 78.
Hall-Jones, Sir William, 229, 237, 312, 606.
Halsey, Lionel, 372.
Hamilton, 52, 156-7, 160-3, 268, 287-8, 292, 300-2, 311, 374, 377-9, 389-91, 396-8, 416, 440, 460-5, 472, 492,

528-9, 535, 568-9, 583, 616, 624-5, 642, 660-4, 668, 671.
Hamilton, Adam, 613n.
Hamilton Headmasters' Association, 478.
Hamilton High School Board of Governors, 440, 464, 570.
Hamilton Technical High School Board of Managers, 464, 570.
Hamilton Urban Area, 462-3, 568, 624-5, 662.
Hamilton, Gordon K., 222, 493, 559, 568, 624-5, 641, 644, 647, 697.
Hamilton, Robert J., 283.
Hamer, Thomas, 15, 21, 62n.
Hammond, W., 232, 287.
Hampden, Lily W., 598.
Hanan, Josiah A., 371, 386, 396, 400, 409, 432, 435.
Handbook of Suggestions (London; Board of Education), 324, 402.
Hankin, G. T., 555, 563-4.
Hanna, J. S., 652.
Hannah, A., 431, 432n.
Hansen, David E., 257.
Hansen, Karl T., 508.
Harden, Mary S., 71, 135.
Harden, Violet M., 224.
Hardie, James, 296.
Hardy, James W., 398-9.
Hare, Frederick W., 417.
Harris, Alexander, 401.
Harris, Alfred R., 202, 229, 234, 270, 283, 311, 338, 341, 347, 354, 360, 373, 385, 462.
Harris, Benjamin, 438.
Harris, C. T., 562.
Harrison, Clementine E. M., 81.
Harrison, Edward M. C., 68-9, 135, 139, 153, 593.
Harrison, H., 569-70.
Harrison, R. P. C., 415, 607.
Harrop, I. W., 62.
Hart, E. T., 103, 135, 146, 163-4, 222, 234, 256, 315, 329, 376, 422.
Hart, F. W., 555, 565.
Hartog, Sir Philip J., 495n.
Harvey, F. A., 660.
Harvey, John, 272.
Haselden, Frances, 71, 114, 135.
Haslam, Francis W. C., 352.
Hassall, K., 682.
Haultain, Theodore M., 9, 30, 39, 67, 85, 87, 94-9, 110-1, 166, 177, 195, 273.
Hauraki Plains, 383, 585, 669.
Hawkes Bay, 93, 100, 110, 131, 148, 219, 222, 248, 318, 356, 385, 391, 393, 412, 438, 453, 470, 535, 573, 578, 583-4, 590, 596, 659n, 672, 680, 704, 706.
Hawkins, Elizabeth F., 428.
Hay, David, 71.
Hayden, C. J., 691.
Haynes, Charles T., 283.
Hayr, Kenneth J. M., 609.
Hayson, Bertrand W., 257, 416-8, 491, 607-8, 614, 630.
Hayter, E., 431.
Heale, Theophilus, 98, 99n.
Healey, G., 103.
health, 76, 290, 323, 381, 389, 443-4, 480, 489, 553, 558, 565, 590, 596, 608.
health camps, 596, 636.
Health in the House (Buckton), 148.
Heaphy, Charles, 30, 45, 47n.
Heath, Neil, 133, 166, 180-1, 184-91.
Heather, H. D., 401.
Hebrew Congregation, 608.
Heise, Maud M., 636, 686.
Helensville, 204, 268, 376, 399, 480, 674.
Hemingway, E. F., 640.
Henare, J. C., 676-7.
Henderson, 10.
Henderson High School Board of Governors, 678.
Henderson, Hubert, 658, 667-8.
Henderson, Thomas, 21.
Hendry, James, 248.
Hennessey, L., 511.
Hennessy, Patrick, 7.
Henry, J. A., 568.
Henry, John, 285.
Herald Island, 669.
Herapath, J. F., 256.
Herapath, P., 73.
Herbart, Johann F., 202, 213, 262, 496.
Herbert, Thomas, 274, 278.
Herbert, William J., 609.
Heriot, R. B., 141, 222, 233, 291, 376.
Heritage, Dorothy K., 379.
Herne Bay, 422n, 454, 569.
Heron, George, 272.
Heron, James, 274.
Herries, William H., 237, 438.
Herring, H. E., 582.
Hesketh, Edwin, 194, 196.
Hesketh, Samuel, 170, 606.
Hesse, H. W., 467.
Hetherington, Jessie I., 209, 657.
Hewlett, T. N., 614.
High Street Methodist Church, 45.
Hight, Sir James, 222, 256, 451.
Highway Trustees, 49-50, 85.
Hikurangi, 181, 292.
Hill, A. E., 233, 417.
Hill, Arthur J., 493.
Hill, E. P., 639.
Hill, Henry, 240, 248.
Hill, J. E. G., 682.
Hill, Laura H., 597.
Hill, Thomas B., 50.
Hill, William W., 203, 256, 378, 407, 415, 431, 476.
Hillary, Sir Edmund, 696.
Hillsborough, 648, 674-5.
Hinton, C. H., 431.
Hislop, J., 103, 119, 122-3, 130, 157, 182, 185, 188-9, 267.
Hislop, Thomas W., 260.
History of Pedagogy (Compayré), 324.
Hobbs, John, 37, 45.
Hobbs, Richard, 45, 47n, 110-1, 114, 131, 140, 159, 170, 189, 201-2, 229, 234, 255, 283, 289, 296, 314, 336, 338n, 341, 346n, 350.

Hobson, 110, 331, 391, 393, 669.
Hobson, William, 6-7, 613.
Hobson Bay, 696.
Hobsonville, 155.
Hockin, Frances E., 388n.
Hockin, Harry, 170, 223.
Hoe, R., 461, 464, 568-9.
Hogben, George, 137, 141, 174n, 201, 237-9, 257-60, 271, 278-80, 286-94, 306, 313-21, 327-36, 346-58, 368, 378, 393-5, 450, 550.
Hogg, Alexander W., 226, 238-40, 244.
Hogg, Quintin, 266, 303.
Hogwood, E. J. L., 431.
Hogwood, James, 222, 232.
Hogwood, R., 222.
Hokianga, 37, 45, 110, 184, 376, 391-3, 669.
Hokitika, 421.
Holdsworth, W. J., 402.
holidays, 62, 113, 117, 143, 298, 344, 433, 465, 479, 501, 508, 552, 571, 589, 627, 630, 686.
Holland, Henry, 528.
Holland, Henry E., 606.
Holland, James J., 272-4, 278, 296.
Holland, Sir Sidney G., 658.
Hollinrake, Horace, 486, 559, 594, 697.
Hollinshead, A., 662, 672-4.
Holloway, Annie E., 315.
Home and Colonial Infant School Society, 176-8.
Home and School associations, 589.
Home Guard, the, 613-4, 620.
homework, 202, 496-7, 539, 587.
Hook, P. J., 478n.
Hooper, Eva, 291-2.
Hooper, John, 190n.
Hopkirk, Susanna M., 609.
Horahora, 383, 487.
Hosking, Alfred, 222, 256.
Hosking, Frederick G., 674-6, 678.
Hosking, G. F., 156.
Hotson, Claud, 492-3.
Hougham, T. H., 89n.
Houghton, Eva M., 609.
householders, 54, 58, 68-73, 84-6, 90, 108, 148-9, 166, 213-4, 226-8, 264, 303, 314, 411-5, 456-7, 468n, 476, 552, 574, 579, 588, 590, 613, 629n, 644-5, 656, 659-60, 678, 699.
Housing Department, 593, 601.
housing schemes, 648-9, 695-7.
Houston, R. M., 72.
Howard, Charles C., 166.
Howarth, Athol F., 212.
Howarth, O. J., 491.
Howe, Edwin, 284.
Howes, Bernard H., 481, 609.
Howick, 8-9, 54, 68, 72, 76, 154-5, 674-5, 693.
Howie, A. R., 639.
Hoyte, J. C., 65-6.
Huapai, 468, 568.
Hudson, E. Varley, 487, 607.
Hudson, W., 467, 642.
Hughes, Maria, 34.
Hughes, Wilfred L., 457.
Hume, James, 157.
Hume, James K., 623, 627, 649, 656, 682, 702.
Huntly, 204, 394.
Hurst, William J., 50, 61, 67, 85, 99.
Hutchison, W. E., 278, 315.
Hutton, Lucy G., 388n.
hydro-electric schemes, 500.
Hyndman, S. C., 704.

immigration, 14, 16, 36, 39, 56, 312, 479.
immorality, 152, 213, 442.
Imperial College of Science and Technology, 266.
Imperial Conference (1911), 371.
Imperial Education Conference (1927), 449.
Ince, Eleanor W., 417.
incidental expenses, 381, 391, 414, 448, 469, 545, 550, 576, 590, 618, 628, 644, 655, 684.
Independent Chapel, High Street, 24.
individual differences, 449.
industry, 275-6, 271, 397, 312, 329, 401, 517, 528, 541, 633.
infants, guardianship of, 513.
Inglis, George R., 609.
Innes, J. L., 232.
insanity, 369.
Inskip, William J., 671-2.
inspectors, 8, 17, 22-8, 30, 34, 38-9, 42-56, 75-8, 95, 101, 107, 109, 113-8, 126, 128, 133-4, 138-49, 153, 161, 167-8, 175-6, 187-91, 210-2, 221, 232, 234, 246-50, 253-62, 271, 276-9, 288-9, 293-4, 298, 302, 312-9, 324-6, 339, 345-67, 375-9, 387-406, 409, 415-7, 424, 427-30, 441, 443, 448, 452-8, 467, 474, 481-2, 489, 492, 495-500, 503-9, 512-3, 519, 523-5, 529-32, 538-9, 546, 550, 553, 555-9, 564-8, 575, 580-2, 585, 594-5, 598, 604-6, 610, 629-32, 637-9, 646, 657-8, 671, 677-8, 686-90, 697, 704-5.
inspectors, advisory, 409-10, 468, 523.
inspectors, organizing, 409.
inspectors, special, 22, 26-7, 42-6.
inspectors, women, 409, 546, 554.
Institute of Education, University of London, 555, 601.
Instruction, 8, 22, 37-8, 49-51, 65, 73, 78, 81, 86, 103, 117, 133, 136-40, 145, 148, 150, 154, 163-5, 184-6, 198, 201, 210, 221-2, 248-50, 253-4, 258-9, 286-92, 299, 306, 335, 347-52, 357-9, 373, 386-90, 396, 400, 450, 459, 496-501, 505, 518, 529, 532, 537, 544, 547, 550, 556-8, 564-6, 574, 580, 583, 591, 594, 599, 629, 630-3, 678, 700-4.
———, subjects of,
  accountancy, 547.
  agricultural chemistry, 149, 208.
  agricultural science, 201, 209.
  agriculture, 280, 290-2, 304, 331-2, 387, 402-4, 410, 465-6, 497, 519, 529, 531, 537, 557n, 564, 585, 642.

algebra, 31, 40, 65, 78, 85, 158-61, 184, 212, 274, 279, 331-2, 449, 458, 557n.
animal physiology, 437.
arithmetic, 22, 31, 38-40, 49, 56, 65, 73, 75, 78-81, 83, 85, 103, 136, 138, 145, 151, 158, 160-3, 176-7, 179, 181, 184, 190, 208-12, 218, 251-4, 260, 265, 283, 286-7, 304, 321, 325, 331-2, 337, 345, 348-9, 352, 377, 387, 400, 402, 404-5, 408, 410, 437, 451, 454, 479, 487, 492, 497, 557, 563, 599, 630, 689, 691, 700-2.
art, 271, 275, 285, 296, 464, 497, 554, 634, 658, 677.
astronomy, 40, 65, 176, 186.
basket-work, 277.
biology, 279-80, 353, 557n, 570.
book-keeping, 40, 65, 304, 331-2, 411, 437, 458, 557n.
botany, 66, 85, 171, 176, 179, 208-9, 280, 304, 331, 353, 404, 557n.
brick-laying, 277.
brushwork, 277, 285, 291, 332, 404.
building construction, 277, 283, 543, 643.
cabinetmaking, 283, 286.
cane-weaving, 277.
cardboard modelling, 404.
carpentry and joinery, 270, 272, 274, 279, 282-3, 286.
chemistry, 3, 40, 85, 149, 158, 208, 212, 270, 279-80, 286-8, 290, 297, 304, 331-2, 353, 404, 557n.
chip-carving, 277.
choral speech, 559.
civics, 400, 402, 405, 599.
classics, 39, 66, 159, 171, 373.
clay modelling, 285.
commerce, 286, 458, 497, 637.
commercial correspondence, 283, 286-8, 375.
commercial law, 375.
composition, 31, 40-1, 73, 79, 136, 143, 145, 161-2, 176, 179-80, 184, 186, 208, 210, 247, 249-52, 265, 283, 286, 345, 352, 405, 464, 479.
comprehension, 252.
conchology, 561.
cooking, 198, 270, 274, 280, 282, 284-5, 288, 292-5, 304, 400, 442, 458, 585.
cottage gardening, 290, 304.
dairy science, 465.
dairy-work, 304.
designing in coloured papers, 277.
dictation, 38, 79, 179, 209-10, 221.
domestic economy, 136, 161-2, 176, 201.
domestic science, 436, 442, 460, 497, 537, 554, 636, 692.
drawing, 17, 31, 40, 65-6, 75, 78, 134, 136, 160-3, 172, 176, 178, 184, 198, 220-1, 246-7, 267-74, 277, 279, 282-4, 286, 293, 304, 306, 314, 320, 331-2, 338, 348, 402, 404-5, 407-8, 410, 458, 479, 486, 498, 557n, 599.
dressmaking, 274, 280, 283, 411, 688.
drill, 65-6, 114, 133, 172, 187, 206, 286, 291, 299-302, 371, 378-9, 404, 446.
economics, 140, 375, 485-8, 557n.
education, 323, 485-8, 677.
education, history and principles of, 324, 487.
electricity, 560.
electricity and magnetism, 557n.
engineering, 279, 460, 620, 638, 643.
engineering, electrical, 283, 285-6.
engineering, mechanical, 283, 285-6.
English, 65-6, 83n, 97, 158, 160, 167, 171, 176, 181-2, 186, 208-9, 252, 304, 323, 325, 331-2, 337, 348, 352, 357, 402-5, 410, 454, 458, 464, 557, 599, 630, 661, 677, 701.
entomology, 561.
ethnology, 561.
Euclid, 40, 78, 85, 158-60, 184, 212, 331-2.
eurhythmics, 449, 486.
fancywork, 184.
farriery, 292-3.
first-aid, 468, 614.
forestry, 466.
French, 40, 65, 78, 85, 176, 179, 184, 186, 208-9, 212, 222, 256, 283, 304, 331-2, 458, 531, 557n, 558.
gardening, 400.
general science, 458.
geography, 22, 31, 38, 40, 49, 65, 73, 75, 78-9, 81, 85, 136, 140, 144-5, 151-2, 158, 162, 176, 179, 184, 186, 190, 208-10, 246-7, 249, 251, 259-60, 283, 287, 304, 348-9, 352, 375, 387, 402, 404-5, 410, 460, 479, 487, 497, 531, 557n, 599, 630, 677.
geology, 140, 304, 332, 485.
geometry, 65, 274, 279-80, 283, 286, 449, 464, 557n.
German, 78, 176, 184, 208-9, 304, 376, 557n.
graining and marbling, 274, 279, 282.
grammar, 22, 31, 38, 40, 49, 73, 79, 136, 140, 143, 145, 162, 176, 179, 186, 208-10, 212, 246, 249, 251, 259, 321, 348-9, 352, 454, 479, 492, 558.
Greek, 31, 62, 65, 80, 158, 182, 186, 197, 208-9, 304, 449, 531, 557n.
gymnastics, 114, 196, 198.
hand and eye work, 282, 285.
handwork, 276, 288, 292, 295, 304, 348, 405, 407-8, 410, 486, 497, 543-4, 550, 554, 591, 689, 701.
health, 400, 410, 560, 591, 630, 677.
health, laws of, 77-8, 81, 85, 147-9, 161-2, 179, 208.
heat and light, 557n.
heat engines, 557n.
history, 22, 31, 38, 40, 49, 65, 73, 81-2, 85, 136, 140, 144, 162-3, 176, 179, 184, 186-7, 208-10, 212, 247, 251, 259-60, 294, 301, 304, 332, 348-9, 352, 375, 400, 402, 404-5,

410, 451, 454, 460, 464, 479, 485-8, 497, 513, 531, 557n, 560, 599, 630, 637, 677.
home arts, 599.
homecraft, 557n, 677.
home science, 402, 410, 458, 531, 557n.
horticulture, 403.
housecraft, 585.
household management, 304.
hygiene, 280, 297, 557n, 692.
ironwork, 304.
Italian, 40, 304.
jurisprudence, 174, 375.
language, English, 8, 62, 78, 81, 85, 184, 186, 197, 208-10.
languages, ancient, 84.
languages, modern, 78, 84, 186, 275, 279.
Latin, 31, 62, 65, 78, 80, 85, 96, 158-60, 182, 184, 186, 197, 208-9, 212, 256, 295, 304, 323, 331-2, 337, 352n, 449, 479, 487, 531, 557n, 558.
laundry-work, 280, 304, 400, 442.
legislation, principles of, 174.
literature, English, 56, 81, 85, 160-2, 186, 208, 265, 286-8, 486, 498, 556, 594, 677.
logic, 40, 65, 96-7, 249.
machine construction, 277, 280, 283.
magnetism and electricity, 280, 283, 286, 304, 332.
Maori, 304, 557n.
manual training, 201, 270-2, 276, 284-5, 287-9, 294-6, 341, 343, 359, 374, 386-7, 391, 400, 404, 459-60, 480, 518, 522, 528, 537, 543-4, 554, 568, 570, 576, 579, 582, 594, 599, 617-8, 643, 659, 677, 679, 689.
mathematics, 62, 97, 159, 182, 184, 186-7, 190, 197, 208-9, 218, 256, 279-80, 282-3, 285-7, 304, 323, 332, 375, 404, 458, 485-7, 530-1, 558, 620, 677.
mechanics, 31, 40, 140, 149, 155, 209, 212, 280, 283, 304, 331, 557n.
mensuration, 40, 85, 151, 162, 277, 283.
mental arithmetic, 249.
mental philosophy, 140.
mental science, 323.
metallurgy, 280.
metalwork, 286, 458, 585, 636-7.
millinery, 292, 688.
modelling, 277, 304.
moral instruction, 410.
music, 22, 31, 38, 40, 65, 78, 136, 161-2, 200, 304, 449, 486, 497-8, 550, 554, 556, 557n, 594, 607, 634, 639, 650, 677, 689, 701.
natural history, 140, 561.
natural philosophy, 78, 158, 353.
natural science, 37, 78, 404.
nature study, 76, 291-2, 306, 400, 402, 404, 410, 466, 479, 490, 559, 642, 687-8.
needlework, 22, 38, 40, 74, 77, 136, 161-2, 176, 208, 220-1, 277, 280, 296, 304, 306, 407, 410, 442, 458, 557.
oral expression, 630.
orchard work, 465.
painting and decorating, 277, 283, 285-6.
paper work, 277, 304.
philosophy, 485.
photography, 292.
physical education, 113-4, 379, 388, 395-6, 410, 443, 446, 449, 480, 487, 554, 558, 565, 586, 595, 599, 608, 639, 658, 677, 689, 701, 707.
physical science, 404.
physics, 85, 149, 186, 208-9, 279-80, 286-8, 331, 353, 404, 453, 458.
physiography, 280.
physiology, 140, 149, 208-9, 280, 297, 304, 317, 331, 404, 557n.
plumbing, 274, 279, 282-3, 286.
poetry, 140, 559.
political economy, 160, 323, 332.
political science, 375.
précis writing, 283.
psychology, 486.
reading, 2, 10, 22, 31, 38-40, 49, 73, 75, 79, 82, 85, 103, 136, 140, 143-8, 161-2, 176, 179, 186, 190, 208, 220-1, 249-50, 252, 259-60, 265, 292, 304, 323, 325, 338, 354, 400, 402, 405, 408, 451, 454, 479, 557, 563, 635, 660-1, 689, 691, 701-2.
recitation, 161-2, 348, 377.
Roman law, 174.
school management, 40, 160, 162, 169.
school method, 221.
science, 136, 177, 186, 208-10, 251, 256, 260, 271, 275, 280, 282, 285, 290-1, 309, 317, 320, 358n, 400, 402, 404-5, 410, 436, 458, 460, 466-7, 479, 485-6, 502, 530, 545, 554, 594, 599, 620, 639, 642, 677, 688, 699.
science, elementary, 148-50.
science, general, 209.
sewing, 71, 134, 136, 171, 184, 259, 442, 544, 608.
Shakespeare, 85.
shorthand, 274, 283, 287, 304, 331, 404, 411, 458, 557.
singing, 133, 162, 172, 176, 198, 220-1, 251, 287, 402, 407, 410, 418, 454, 599, 608.
social studies in history and geography, 630, 701.
sound, light and heat, 280, 304.
Spanish, 304.
speech-training, 454, 488, 689, 691.
spelling, 22, 31, 38, 40, 49, 73, 79, 139, 143, 145, 190, 221, 247, 251, 451, 454, 479, 555, 630, 701.
steam, 283.
stick-laying, 277.
stories, 689.

  surveying, 277.
  swimming, 320, 323, 404, 468, 479, 480, 570.
  teaching, methods of, 304, 460, 487.
  teaching, practice of, 31, 40, 78, 82, 172, 221, 677.
  teaching, principles of, 677.
  teaching, theory of, 31, 40, 78, 82.
  temperance, 400.
  trigonometry, 31, 85, 331, 557n.
  typewriting, 283, 287, 411, 458, 557.
  wirework, 277.
  wood-carving, 274, 277, 279, 283.
  woodwork, 282, 284-6, 288, 293-5, 297, 304, 309, 400, 404, 407, 458, 543, 585, 620, 636-7.
  word-building, 146.
  writing, 10, 22, 31, 38-40, 65, 73, 75, 79, 85, 103, 136, 148, 150-1, 220-1, 247, 265, 268, 286, 292, 304, 338, 380, 402, 408, 451, 454, 468, 479, 497, 557, 563, 691-2, 701-2.
  zoology, 280, 304.
Instruction for the Guidance of Teachers (O'Sullivan), 145, 153.
Insull, H. W., 552.
Intellectual Growth in Young Children (Isaacs), 450.
Intellectually Handicapped Children's Parents' Association, 689.
International Arbitration and Peace Association, 310.
Introduction to Composition (Chambers), 76.
Invercargill, 213, 240, 283, 419, 421, 462, 488, 512, 535.
Ireland, 9, 32, 56, 159, 176.
Ironside, Anne F., 212.
Irvine-Smith, Fanny L., 559.
Irwin, S. J., 704.
Isaac, E. C., 293.
Isaacs, Susan, 555, 564-5.
Isemonger, Thomas, 222, 491.
Islington, John P. Dickson-Poynder, 1st Baron, 372.

Jack, S. J. P., 683.
Jackson, Gerald A., 456.
Jackson, Pera, 686.
Jackson, Vincent W., 291.
Jameson, Alfred B., 302.
Jameson, Harry, 465.
Jamieson, Georgina E., 490.
Jeffreys, Stanley, 297.
Jellicoe, John R., 1st Earl, 450, 481, 606.
Jenkin, A., 414.
Jenks, G., 682.
Jennings, William T., 438.
Jenkins, Judith, 692.
Jervis, Henry M., 25, 31, 698.
Jervois, Sir William F. D., 171.
jet air service, 696.
Jewell, Olive R., 609.
John, W. H., 432.
Johnson, H. D., 107.
Johnson, Minnie M., 318.
Johnson, Thomas W. J., 212.
Johnson, Walter A., 379, 443.
Johnston, Gilbert J., 675-80.
Johnston, H. G., 485, 667-8, 690.
Johnston, Isabel, 464.
Johnstone, W., 83.
Joiner, James, 412.
Jones, Ernest G., 560-1, 591, 594.
Jones, Frederick, 613n.
Jones, Griffith R., 223-4, 609.
Jones, H. A., 614.
Jones, Morton, 71, 89n.
Jordan, H. A. M., 465.
Jordan, Sir William J., 514, 570, 695.
Journal of Education, 279.
Joynt, J. W., 354.
Judge, Henry R., 412.
Just, Francis R., 379.

Kaeo, 76, 115.
Kaikohe, 302, 569, 642-3, 649, 674-5.
Kaipara, 56, 438.
Kaipara Flats, 310.
Kaitaia, 61, 181, 569, 571, 674.
Kaitaia College Board of Governors, 678.
Kalaugher, James P., 404, 465.
Kandel, I. L., 555-6, 564-5, 567, 632.
Kane, William, 412n.
Karangahape Highway District, 121.
Karioi, 181.
Katikati, 184.
Kauri Timber Co., 323, 329.
Kawau, 61.
Kawerau, 696.
Kay, William, 431.
Kay-Shuttleworth, Sir James, 55.
Keane, Percy T., 490.
Keesing, Felix M., 490, 697.
Keesing, Kate, 170.
Keesing, Thomas R., 208.
Keesing, W. T., 697.
Keller, Helen, 635.
Kelly, John, 21.
Kelly, John L., 202, 229n.
Kelly, William, 107.
Kennedy, Agnes, 486, 496, 559, 594.
Kennedy, W. M., 356.
Kenny, Arthur A., 332, 457.
Kent, F. D., 97.
Kerepehi, 383.
Kerikeri, 61, 316.
Kibblewhite, Bruce M., 594, 677.
Kidd, Alfred, 296, 301.
Kidd, Robert, 37, 65-6, 73, 88-9, 96-7.
Kidd, W. W., 336.
Kihikihi, 52.
Kilpatrick, William H., 495.
Kinder, John, 30.
kindergartens, 95, 114, 196-9, 291, 322, 329, 388, 406, 446, 522-3, 554, 557, 579, 591, 593.
King Country, 383, 412, 418, 455.
King, E., 62.
King, F., 223.
King, Sir F. Truby, 441, 512, 606.
King George V Memorial Fund Appeal, 596.

King, Horace S. W., 397, 401-2, 414-5, 437, 461, 464, 481, 499, 501, 531-2, 568.
King, James P., 71.
Kingsland, 456-7.
Kingsley, Charles, 343, 616.
Kinlock, H., 292.
Kinsella, Arthur E., 696n.
Kirby, John, 34.
Kirk, A. A., 634n.
Kirk, James R., 386.
Kirk, T., 66.
Kirkham, Gwladys, 212.
Kissling, George A., 8-9.
Kissling, William H., 70.
Kitchener, Horatio H., Lord, 302, 353, 433.
Knight, Charles, 30, 43-5.
Knox Presbyterian Church, 591.
Kororareka, 6, 7, 14, 613.
Kopuru, 53.
Kohukohu, 291.
Kohimarama, 475.
Kodak Ltd., 562.
Kuaotunu, 204.

Labour Party, the, 225, 328, 369-71, 446-9, 452, 481, 528, 540-1, 553-4, 557, 576, 586-7, 590, 603, 606, 613, 628-9, 637, 645-7, 655, 664.
Laishley, Richard, 110, 113-5, 136, 148-9, 157, 165, 187-9, 212, 233-4, 302.
Lamb, William O., 387-8, 478n.
Lambe, William, 202, 229, 234n, 248, 255-6, 270, 274, 278, 283, 338n, 360.
Lambert, Edward, 31, 39.
Lambie, Kenneth R., 609.
Lambourne, Nelson T., 375-7, 398, 421, 453, 511, 553-61, 567, 575, 578-9, 581, 589, 596, 601.
Lamont, T., 320.
land, Crown, 35, 66n, 99, 185, 192, 628.
land, native, 35, 44.
land purchase officer, 703.
land regulations, 16, 35, 225.
Lane, T., 146.
Lang, Sir Frederick W., 311, 338, 444, 447, 484, 606.
Language and Thought of the Child (Piaget), 449.
La Roche, S. A., 485.
larrikinism, 152, 197, 206-7, 299, 571, 608.
Larson, E. W., 672.
La Trobe, Ellen, 231.
La Trobe, W. S., 401, 453, 458, 491, 568, 603.
Law, Norman H. S., 422, 431, 453-4, 489, 568, 606.
Lawrence, A., 496, 680.
Lawry, Frank, 110, 190.
Lawry, H. H., 37.
Lawry, Walter, 7, 18, 37.
Laws, C. R., 485, 559.
Lawson, Richard, 422n, 496.
Laxon, J. M., 263.
Lea, Sarah E. B., 609.
League of Nations, The, 435, 611.
League of the Empire, The, 328.
Lee, Blanche L., 598.
Lee, Maurice G., 624-5.
Lee, R., 356.
Leeds, university of, 451.
Le Gallais, Horatio N., 493, 593.
Lehndorf, Chloe R., 609.
Leitch, Thomas, 279, 283.
Lennox, James M., 110, 190, 202, 296.
Leonard, Peter, 70, 103, 135, 153, 173.
Le Petit, Eric N., 490.
LeRoy, J., 457.
Leslie, D. E., 568.
lessons, demonstration, 282, 326.
Lethbridge, Frank Y., 240.
Lewis, G., 274.
Lewis, O., 89n.
Lewis, Valerie, 692.
Leyland, A. I., 432.
Leys, T. W., 441.
Leys, William, 202, 223.
libel actions, 216-7, 361.
Liberal and Labour Federation of New Zealand, 285.
Liberals (Liberalism), 225, 230-1, 237-45, 271-2, 299, 305, 312, 371, 446-7, 512, 527.
Liberty (J. S. Mill), 526.
libraries, 56-7, 100, 144, 147, 154-6, 176, 309, 392, 397, 449, 454, 478, 495, 522, 532-4, 544, 550-1, 554, 557, 639, 649-50, 679, 687, 698.
Liddell, Oliver P., 625, 662, 672, 674.
Lightbourne, Reuben C. D., 491-3, 594, 607.
Lilly, Ernest, 412.
Lilly, George, 7.
Lincoln Agricultural College, 211, 565.
Lindauer, Victor W., 609.
Linton, Harvey D., 465.
Lippiatt, George, 170, 231, 347.
Lismer, A., 555.
Litten, A. J., 214.
Little Barrier Island, 392.
Littlejohn, C. M., 614.
Liverpool, Arthur W. de B. S. Foljambe, 5th Earl of, 434.
Lloyd, John F., 18, 20-1, 25, 30, 43, 62, 698.
Local Government Bill (1912), 384-6.
Lochhead, Helen P., 490.
Lock, Jethro, 412.
Logan, Iris O. A., 596.
Logan, John L., 609.
Logical Bases of Education (Welton), 324.
London, 2, 7, 12, 141, 158, 176, 200, 266, 270, 280-1, 285, 296, 299, 302, 323, 328, 338, 346, 359, 370, 421, 449, 464, 512, 555, 601.
London County Council, 280, 338.
London, G. T., 496.
London, university of, 158-9, 266, 369, 555, 601.
Long Bay, 660.
Longworth, H. E., 487.

Lopdell, F. C., 487-80, 560, 568, 594, 657-8.
Lord, George H., 403, 609.
Lound, Francis R., 596.
Louw, Nancy E. de, 692.
Loveday, Lambert W., 300.
Lovegrove, C. J., 615.
Lovegrove, Norman S., 609, 677.
Lovelock, J. E., 612.
Lowe, H., 384.
Loyal Orange Institution, 257.
Lucas, W. H., 300.
Luckie, David M., 94, 110-1.
Luke, Samuel, 110-1, 113-5, 131, 140, 146, 153, 160, 172, 194, 201-2, 229n, 231n, 234, 240, 248, 252, 255-6, 273-4, 283, 289, 308, 311, 314, 330, 333n, 335-6, 338n, 341.
Lupton, Cicely, 609.
Lupton, Dorothy, 609.
Luscombe, H. C., 594, 699.
Lush, Kathleen, 692.
Lusk, Harold B., 307.
Lusk, Hugh H., 61, 67, 72-5, 85-6, 88n, 91, 94-102, 109-11, 146-7, 177, 184, 187.
Lusk, Robert, 146.
Lusk, Robert B., 30, 85-8, 91, 147.
Lynch, D., 62.
Lysnar, W. Dean, 62.
Lysnar, Wm Douglas, 447.

Maberly, G., 78.
Macandrew, James, 13, 59.
McArthur, Alexander, 146, 166-75, 202, 208, 211, 224, 235-9, 242, 248, 254-6, 278, 338n, 398.
McBride, Florence I., 587, 591, 624-6, 662, 674, 678.
McBrine, Oscar, 412, 447.
McCallum, Adina, 417.
McCarroll, David, 624-7, 659, 662, 665, 674.
McCarthy, Leonard J., 672, 682, 702.
McCaskill, L., 467.
McChesney, Hugh, 398-9, 568, 629n.
McClune, Hugh F., 318.
McClure, George W., 212.
McColl, John, 263.
McCombs, Terence H., 582, 638, 646-7, 661-4.
MacCormick, E., 256.
McCoy, Robert O., 39.
Macdonald, Alexander, 15.
McDonald, Christine, 692.
Macdonald, Elizabeth, 443-4, 691.
Macdonald, Flora, 481.
Macdonald, Sir Hector, 301-3.
McDonald, James, 42, 50-1.
MacDonald, J. Ramsay, 329, 369, 448-9, 541.
McDonald, John, 287.
McDonald, Thomas W., 528.
McDonald, Walter, 153.
McDowell, W. C. W., 384.
McElwain, Ruby M., 318, 408.
MacFarlane, J., 108.
Macfarlane, John S., 92.
Macfarlane, T., 45, 47n.
McGechie, J. W., 562, 614, 630.
McGibbon, Helen M. S., 417, 431.
McGrath, Francis, 492-3, 607, 630.
McGreal, Michael S., 310.
Macgregor, A., 431.
McHarg, I. S., 562.
McIlhone, Mary J., 235, 493.
McIlraith, James W., 375-7, 398, 422, 453, 496, 556-61, 567-8, 581.
Macintosh, A., 541.
McIntosh, William N., 222, 233, 256, 334, 422-3.
McIntyre, W. H., 536, 579, 586.
McKane, Nancy, 597.
McKay, Donald M., 696n.
Mackay, Peter M., 229, 283, 338n.
Mackellar, Edward D., 171.
Mackenna, Robert, 432.
McKenney, Kathleen W., 609.
McKenzie, A., 511.
McKenzie, Christina, 686.
McKenzie, Donald H., 110, 113.
McKenzie, Duncan, 62.
McKenzie, Hugh, 376, 697.
MacKenzie, James H., 258-9.
McKenzie, Jessie W., 697.
Mackenzie, John, 432.
McKenzie, John D., 202, 229, 255-6, 283, 311, 338, 347, 354, 373, 383, 396-7, 401, 404, 419, 422, 437, 441, 461-4, 481.
McKenzie, Norman R., 232, 291, 347, 376-8, 387-8, 398, 451-3, 625.
Mackenzie, Sir Thomas, 240, 371, 513.
Mackie, J. H., 273-4, 278-9.
Mackinlay, J. F., 130.
McKinlay, W., 485.
McKinney, Robert, 19, 31.
McKinnon, A. E., 657.
McKinnon, Jessie, 301.
McKinnon, K. E., 467.
Macky, A. Norman, 568-70, 583, 624.
Macky, J. Victor, 697.
Macky, John, 234, 256.
Macky, Rev. John, 9, 18-9, 25, 39, 42-7, 50-1, 62, 697.
Macky, Thomas, 9, 19.
McLagan, Angus, 621-2.
McLaurin, R., 139.
Maclean, Benjamin, 96.
McLean, D., 650.
McLean, Sir Donald, 107.
McLeod, M., 398-9, 404, 453, 496-7.
McLeod, Norman A., 202, 255-6, 338n.
McLoughlin, Elizabeth M., 318.
McMillan, Ethel E., 696n.
McMillan, Margaret, 373.
McMillan, Norman, 89n.
McMillan, Rachel, 373.
McMurtrie, Alexander F., 453, 567-8, 626, 629, 636, 640, 657-8.
McNaughton, David W., 300.
McPhail, J. P., 414, 461, 569.
McPherson, Robert M., 170.
McQueen, Robert, 31.

Macrae, Farquhar, 37, 66, 95-9, 153, 177, 697.
McRae, J., 107.
Macready, Thomas, 99n.
McWhannell, John M., 624-5, 662-7, 671-2.
Madden, Ida L., 211-2.
Mahon, Eileen A., 417.
Mahon, Harold J. D., 529-31, 547, 606.
Mahon, Owen, 114.
Mahon, Rose M., 224.
Mahony, E., 47n.
Mahurangi Heads, 52, 61, 72.
Main, George M., 68, 89n.
maintenance fund, 655.
maintenance of school buildings, 8, 15, 100, 116-8, 124-5, 128, 185, 215-6, 235, 240, 255, 261, 274-5, 294, 330, 340-3, 355, 381-3, 397, 444-8, 469-71, 480, 519-21, 525, 545, 550-1, 554, 570, 577, 602, 627, 645, 655, 660, 663, 671, 682-4, 702.
Maketu, 305.
Malcolm, Charles W., 609.
Malcolm, William A. M., 222, 248, 656n.
Malcolm, W. J. V., 656n.
Malherbe, E. G., 555, 565.
Mamaku, 570.
managers of schools, 8, 17, 26, 43, 212.
Manawatu, 588, 590.
Mander, Francis, 438.
Mangapai, 52, 305.
Mangere, 52, 334, 612, 685, 696.
Mangonui, 110, 155, 216, 391-3, 417, 592, 669.
Manning, A. E., 462.
man-power committees, 620-3.
Mansbridge, Albert, 303, 528.
Mansfield, Winifred M., 573-4, 609, 644.
Manson, W., 402.
manual and technical branch, 465, 522, 577, 649-51, 655.
manual training centres, 284, 309, 400, 441, 476, 543, 659, 664, 671, 678, 687.
Manurewa, 660.
Maoris, 8-11, 18, 36-7, 44-5, 59-60, 65, 68, 106-8, 121, 257, 329, 474-5, 487, 513, 545, 559-60, 585-6, 593, 603, 606, 617, 667n, 676-7, 693-7.
maps, 30, 38, 53, 61, 75, 525, 559, 650.
Maramarua, 669.
Mark, Louis J., 380, 609.
Marlborough, 93, 100-1, 219, 244, 438, 453.
marquees, 382, 471.
Marsack, Arthur, 376-7.
Marsden, 696n.
Marsden, Sir Ernest, 453, 487, 512, 600.
Marsdon, W. H. P., 223, 287.
Marshall, A., 496.
Marshall, Eric T., 609.
Marshall, P., 256, 487.
Martin, A., 62.
Martin, Josiah, 89, 165, 268.
Martin, Naomi, 596.
Martin, William, 30.
Mary, Queen, 694; as Princess Victoria Mary, 298; as Duchess of Cornwall and York, 298-9; as Princess of Wales, 306.
Masefield, John, 257, 318, 380.
Mason, A. H., 384.
Mason, H. G. R., 447, 512, 553, 587, 615n, 622, 625-6, 629, 633-6, 640-6.
Mason, Peter, 147, 150.
Massey, William F., 245, 328, 371-2, 432, 438, 447, 450, 476, 484, 500, 512, 516.
Massey Agricultural College, 551, 565.
Masters, Robert, 541, 552, 588-9, 599-601, 604.
Masterton, 528, 535.
Matakohe, 52, 58, 395-6, 481.
Matamata, 10, 305, 387, 391-3, 396, 453, 460, 465, 529, 568-70, 669.
Matangi, Margaret, 609, 689.
Mataura, 486.
Matheson, Norman, 55.
Matiere, 383.
Matson, Henry, 21.
Matthews, E. I., 73.
Matthews, George H., 417.
Maud, Sir John, 678-9.
Mauku, 318.
Maungakaramea, 52.
Maungaru Survey District, 191-5, 330.
Maungatautari, 305.
Maungatawhiri, 305.
Maungaturoto, 467.
Maunsell, Robert, 54n, 95, 99, 147.
Maunu, 636.
Mawson, Sir Douglas, 490.
Mawson, Horace, 674-5, 676-8.
Maxwell, R. W. D., 568, 657.
May, Joseph, 20-1, 61, 94, 102, 110-1.
May, Stafford M., 662, 672-5.
May, Thomas, 279, 283.
May, William J., 170.
Mazengarb, O. C., 696.
Meadon, Sir Percy E., 555, 558, 564.
Mechanics' Bay, 70, 344, 693.
Mechanics' Institutes, 7-8, 25, 31, 57, 69.
Mecredy, R. J. R., 489.
medical services, 377, 388, 395-6, 442-3, 437, 449, 469, 478-80, 489, 508-9, 522, 539, 554, 570, 595-6, 622, 690-2.
Meek, Leslie J. R., 490, 609, 702.
Meiklejohn, L. C., 562.
Mein, Ethel M., 597, 635.
Melbourne, 12, 30, 39, 97, 159, 166, 169-70, 174, 248, 279, 298, 376, 450, 569, 578, 697.
Melbourne Teachers' Training College, 422n.
Melbourne, university of, 166-7, 171n, 174.
Mellsop, E. R., 672.
Mellsop, James, 375.
Melville, Ellen, 447, 572.
Melville, J. M., 402.
Mennie's Reserve, 411.
Mental Growth of the Pre-School Child (Gesell), 449.

Men Teachers' Guild, 643.
Menzies, Alexander, 432.
Menzies, Frank D., 412n.
Menzies, Jack H., 490, 609.
Mercer, 181, 389, 467, 584, 668, 695.
Mercury Bay, 203.
Meredith, Charles, 337.
Meredith, Sir Vincent R. S., 208-9.
Merriman, Frederick W., 9, 13, 21, 26-8, 47.
Merrington, Alfred R., 339, 421, 454, 485, 493, 629n, 659, 667n, 674-5, 678.
Meston, Jane M., 458.
Metge, D. D., 222, 431.
Methodists, 7-11, 18-9, 37, 45, 50, 115, 587, 697.
Metropolitan Grounds, 354, 372.
Middlemore Hospital, 636.
Middle Ward, 672-4.
military service, 430-5, 617, 620.
milk-in-schools scheme, 558.
Mill, James, 262.
Mill, J. S., 526.
Millar, D., 587, 591.
Millar, William, 412n.
Miller, Alan B., 465, 468, 477-8, 577, 602-3, 646-8, 683, 702.
Miller, Violet M., 318.
Millett, Margaret E., 672-4.
Milligan, Maud, 609.
Mills, S. M., 568, 657.
Milner, F., 454n, 487.
Milnes, E. J., 287.
Milnes, Esther M., 490.
Milnes, Herbert A. E., 314-27, 347, 371, 377-80, 387-8, 421-2, 487.
Minchin, T. M., 130.
Mines, Arthur R., 596.
Minns, Percy C., 490.
Miranda, 409, 668.
missionaries, 18-9, 37, 45.
Mission Bay, 569.
Mitchell, Charles F., 61.
Mitchell, John, 205-6, 256, 279, 287, 297, 341-2, 625.
Mitchelson, Sir Edwin, 194, 296.
Mititai, 399, 570.
Moat, William P., 110-1, 131, 140, 146, 153, 159, 166, 189-91, 194, 202, 223.
Modern Developments in Educational Practice (Adams), 449.
Mokau, 14, 214.
monitors, 40, 72, 77, 202, 495.
Monk, Richard, 110, 202.
Montalk, Alexander S. de, 431, 609, 697.
Montalk, Emily L. de, 224, 417, 431, 493.
Montessori, Maria, 373, 402-3, 421, 444, 495.
Montgomery, William, 238.
Moor, W. J., 233.
Moore, N. P., 682-3.
Moore, Ruby, 222.
Moore, Rupert C., 380.
Moore, Stanley, 379.
morality, 17, 213, 260.
Morgan, E. C., 672.
Morgan, H. H., 285.
Morgan, Roy, 490, 609.
Morgan, W., 356.
Morland, T. A., 453, 568.
Morrinsville, 303, 398, 465, 570, 659.
Morton, A. J., 356.
Morris, C. E., 660.
Morris, Charles S., 569, 587-91, 622-6.
Morrison, Angus (Aeneas), 10, 31.
Morrison, Annie C., 697.
Morrison, George S. B., 568-9, 583, 624-6, 642.
Moshier, D. D., 453.
Moss, Frederick J., 72, 75, 95-6, 110-1, 119, 131, 159, 182-3, 188-9.
Motion, William, 110, 202.
motion pictures, 499-502, 562, 692, 698.
Motiti, Island of, 669.
motor buses, school, 455.
mottoes, school, 479, 685.
Motueka, 528.
Motuihi Island, 569, 596.
Moulin, John P. du, 99n.
Mounsey, Alice, 222.
Mount Albert, 30, 105, 184, 359, 395n, 481, 536, 587, 674-5.
Mount Eden, 70, 156, 184, 199, 279, 292, 310, 334, 371, 395n, 411, 440, 476, 483-5, 569.
Mount Eden Borough Council, 439.
Mountford, H. V., 656, 682, 702.
Mount Hobson, 70.
Mountjoy, Mrs F. W. (Ruby M.), 587, 591.
Mount Maunganui, 568-9.
Mount Roskill, 181, 334, 463, 693.
Mount Roskill Grammar School Board of Governors, 678.
Muir, James, 110, 201-2, 205, 229-34, 248, 252, 255, 260-3, 270-4, 283, 291, 303, 338n, 340, 346n, 360.
Mulcaster, Richard, 135.
Mulgan, Alan E., 209.
Mulgan, Edward K., 212, 231, 254-9, 291, 332, 353-4, 364-7, 376-8, 382-3, 387, 393-5, 398-407, 416-28, 437-8, 441-2, 459-60, 499, 524, 599.
Mulvihill, Dennis, 412n.
Mundella, A. J., 165, 528.
Munro, Charles K., 674-5, 678.
Munro, Colin R., 283, 347-8, 367, 398-401, 415, 431, 437, 442, 482, 559, 568-70, 575, 583, 594-5, 625.
Murdoch, Albert, 415, 630.
Murdoch, Alfred J., 528.
Murdoch, David L., 98.
Murdoch, J. H., 594, 677.
Muriwai, 612.
Murphy, Francis, 337-8, 421, 431.
Murphy, Thomas A., 609, 692.
Murray, George W., 316-7, 321-2, 338n, 347, 373, 383-5, 396-7, 401-2, 412, 415, 419, 424, 437, 441, 461, 464, 481.
Murray, James B., 233.
Murray, J. M., 233.
Murray, Thomas T., 696n.

Murray, W. W., 587, 591.
Myers, Sir Arthur M., 297, 319, 329, 354, 359, 372n, 406, 432, 447-50.
Myers, C. S., 449.
Myers, Leopold M., 328.
Myers Park, 408, 488.

Nairn, L. J., 682.
Napier, 107, 240, 244, 261, 283, 421, 453-4, 496, 535, 596.
Nash, J. A., 552.
Nash, Walter, 446n, 452, 553, 613n, 647.
National Bank, 215, 274.
National Expenditure Commission (1932), 541-9, 552, 589-90.
National Froebel Union, 321.
National Health Camp Organization, 596.
National Party, 553, 557, 586, 603.
Nature Teaching (Watts and Freeman), 290.
neglected children, care of, 343.
Neil, J. Hardie, 597, 697.
Neligan, Moore R., 305, 371.
Nelson, 13, 19-20, 35, 74, 100, 180, 188, 219, 244, 258-9, 265, 354, 385, 391-3, 421, 438, 450, 453-4, 527-9, 533-6, 549, 564-6, 571, 574, 578-9, 584, 589, 620, 659n, 679-80, 706.
Nelson, Charles M., 249, 273.
Nelson Evening Mail, The, 536n.
Newall, Sir Cyril, 626.
Newcastle, 52.
new education, the, 202, 594, 613, 630.
New Education Fellowship, The, 494, 555-9, 564-7, 574, 601, 643.
New Education in the Soviet Republic (Pinkevitch), 450.
New Era, The, 494.
New Examiner, The, (Ballard), 449.
New Lynn, 446, 481.
Newman, Margaret S., 235, 315, 321, 363, 387-8, 395, 486.
Newman, Joseph, 71.
Newmarket, 70-1, 76, 105, 122-3, 154, 184, 334, 359, 395n, 657, 672, 703.
New Munster, 7n, 9, 13.
New Plymouth, 13, 244, 421, 428, 446n, 461, 477, 529, 535, 552, 574, 582, 586n, 608.
New School Method (Cowham), 402.
newspapers, 17, 20, 30, 97, 158, 166, 200, 279, 325, 699.
New South Wales, 6, 8, 10, 12, 125, 314, 374, 520, 537-8, 613, 633, 701.
Newton, 35, 68, 91-2, 98, 105, 114, 148, 184, 198, 201.
Newton, W. H., 103.
New Ulster, 7n, 9, 13.
New York, 296, 328, 421, 555, 561, 691.
New Zealand and South Seas Exhibition (1899), 198.
New Zealand and South Seas International Exhibition (1925), 449.
New Zealand Bible in Schools League, 572.
N.Z. Broadcasting Board, 559.
N.Z. Council for Educational Research, 665.
N.Z. Educational Institute, 106, 116-7, 137, 141, 147, 165, 173-4, 209, 231-2, 235, 259, 262-3, 296, 310, 316, 347, 350-2, 363-7, 376, 380, 387, 392, 399, 404, 416, 419, 421, 428-9, 435-7, 441, 451, 496, 500, 504, 511, 517, 523, 526, 530, 542, 572-3, 581, 589-90, 595, 605-6, 610, 626, 631, 643-4, 688, 702.
N.Z. Education Boards' Association, 429, 515-8, 521, 527, 549, 581-3, 628, 679-82, 688, 704-5.
New Zealander, The, 10, 18n, 20n, 24.
N.Z. Federation of Health Camps, 678.
N.Z. Film Company, 500-1.
N.Z. Foundation for the Blind, 561, 691.
N.Z. Herald, The, 37, 66, 123, 129, 170, 196n, 201, 205, 230-1, 247, 323, 380, 400, 444, 450, 531-2, 556, 558n, 612-3, 697, 707.
N.Z. Housewives' Association, 634n.
N.Z. Illustrated Magazine, 352n.
N.Z. League for the Hard of Hearing, 597.
N.Z. Native Bird Protection Society, 480.
N.Z. Pictures Supplies Ltd., 499.
N.Z. Schoolmaster, The, 165, 265, 279, 406.
N.Z. Speech Therapists' Journal, The, 635.
N.Z. Syllabus Revision Committee (1926), 496-8.
Ngahinepouri, 671.
Ngaroma, 645.
Ngaruawahia, 57, 465.
Nicholls, O. M., 683.
Nicholson, John R., 50, 61.
Nicholson, Oliver, 411, 697.
Nicholson, W. H., 233.
Nixon, Albert, 464, 576-7, 625-6, 639, 646-7, 649, 656.
Nixon, R. C., 469.
Nobbs, Laughlin J., 609.
Non-conformists, 4-5, 11, 22.
Nordmeyer, A. H., 582.
Normanby, George A. C. Phipps, 2nd Marquis of, 94.
Norrie, Sir C. Willoughby M., 696.
Norrie, Thomas, 19, 49-50, 303.
North, Kenneth A., 609.
North Auckland, 380, 391-2, 492, 514, 535, 584-5, 613, 642, 662, 667-9.
North Auckland Times, The, 642.
Northcote, 303, 395n, 397, 465.
Northcote College Board of Governors, 678.
Northcroft, Hilda M., 209, 697.
Northern Luminary, The, 115.
Northern Publishing Company, 662.
Northern Wairoa, 40, 52-3, 56, 110, 201, 288, 331, 363, 380, 467, 568-70, 642, 697.
Northern Wairoa Experimental and Demonstration Farm Society, 642.

North Island, 393, 487, 640.
Northland College Board of Governors, 678.
North Shore, 7, 9, 34, 50, 73, 184, 199, 254, 674, 693.
North Ward, 311, 322, 338, 393-7, 461-2, 568, 583, 624-5, 662, 672-4.
Norwood, Sir Cyril, 555, 565, 574.
Nunn, Sir Percy, 450.
nurses, school, 395, 489.
nursing, 405, 633.

Oamaru, 529, 535, 582.
oath of allegiance, 415n, 452.
O'Brien, Loughlin, 13, 25, 70, 698.
observation, visits of, 323.
O'Connor, M. J., 568.
occupational centre, 689.
Occupational Centre Advisory Committee, 678.
occupational therapy, 691.
Odlin, John M., 659.
O'Donoghue, Denis, 153, 262-3.
O'Donoghue, F. M., 657.
office site, 461.
office staff, 128, 133-4, 256, 307, 347, 356, 390, 392, 398, 432, 464, 469-71, 520, 522-3, 525, 532-3, 535, 548, 576-7, 619, 621, 625, 638, 648-56, 672, 681-5.
O'Flynn, F. E., 586.
O'Halloran, Kevin H., 490, 562, 657.
O'Hara, Daniel M., 43.
Ohaupo, 311.
Ohinemuri, 91, 303, 391, 393, 438, 669.
Ohinewai, 394.
Ohlson, Frederick J., 170, 231, 263-4, 279, 283, 431, 697.
Ohlson, Janet A., 697.
Ohura, 382-3, 391.
Okahakura, 383.
Oldfield, K. W., 704.
Old Windmill Preservation Society, 628.
Olphert, J. W., 485.
Olympic Games, 1936—612, 1956—697.
Omaha, 52.
O'Meara, John, 50.
Onehunga, 8-9, 18, 30, 34, 48, 54, 68, 72, 98, 102, 153-5, 184, 201, 333-4, 409, 465, 593.
O'Neill, Allan, 14, 21, 30.
O'Neill, James, 9, 11, 13, 15, 20-1, 62.
One Tree Hill, 65, 299.
Onewhero, 204, 668.
Opaku Reserve, 545.
Opie, C. H., 356.
Opononi, 696.
Opotiki, 123, 156, 302, 391, 393, 438, 467, 472, 584, 669, 671.
Orakei, 648, 697n.
Orakei Estate, 475.
Oram, M. H., 634.
Oram, Sir Matthew, 695.
Oram, Norman F. S., 609.
Oranga, 648.
Orchard, 383.
Ormond, Joseph, 352n.
O'Rorke, E., 153.
O'Rorke, Sir George M., 30, 45, 46n, 54, 61, 64, 66-7, 85, 88n, 92, 94-5, 97, 102, 110-1, 182, 229n, 272-5, 278, 330-1, 336, 354, 384, 423.
orphans, 20-1, 23, 34, 50n, 64, 183n, 223, 329.
Osborne, Philip F., 490, 609.
O'Sullivan, Richard J., 37, 51, 55-8, 62n, 72, 75-84, 91, 95, 97, 99, 107, 113-4, 127, 129, 137-58, 161, 166, 168-9, 171, 173, 175-6, 180, 187-90, 260, 268, 349, 491.
Otago, 13, 19, 35, 54n, 58-9, 100, 101, 120-1, 123-4, 129, 148, 189, 204, 215, 219, 238, 244, 248, 261, 263, 342, 356, 385, 391, 393, 399, 470, 519, 527-8, 535, 564-6, 572-3, 582-4, 588, 590, 607, 659n, 680, 704, 706.
Otago High Schools' Board, 530.
Otago, university of, 352, 486-7, 565.
Otahuhu, 8-10, 18-9, 31, 34-5, 51, 54, 68, 72, 87, 154, 160, 184, 334, 339, 442, 648, 689.
Otahuhu College Board of Managers, 678.
Otakeo, 204.
Otamatea, 391, 393, 669.
Otara, 72, 674-5.
Otaua, 310.
Otorohanga, 568, 622, 669.
Outline of Psychology (McDougall), 449.
Overton, G. E., 568, 630, 657.
Owairaka, 674-5.
Owen, G. W., 71.
Oxford (Canterbury), 487, 529.
Oxford and Asquith, Herbert H. Asquith, 1st Earl of, 344, 369, 371.
Oxford, university of, 2, 41, 97, 265, 494, 555.

Pace, F. C., 587, 591.
Paeroa, 287-8, 303, 332, 386, 660.
Page, P. L., 668, 672, 704.
Pakington, Sir John, 4-5, 17, 24.
Pakuranga, 52.
Pakuranga Health Camp, 626, 659.
Palmer, Joseph S., 412.
Palmerston North, 529, 535, 591, 612, 696n.
Panmure, 8, 9, 25, 34-5, 48, 54, 68, 72, 154, 310, 476.
Papakura, 30, 52, 56, 61, 73, 154, 323, 334, 344, 480, 593, 638, 674-5, 693.
Papakura High School Board of Managers, 678.
Paparoa, 56, 78, 481.
Papatoetoe, 257, 329, 334, 636, 648.
Papatoetoe High School Board of Governors, 678.
Parawai, 409.
Pardington, Giles, 412n.
parents, 4-8, 17, 22, 39, 43, 48, 51-4, 72, 80, 86, 90, 105, 117, 136-40, 146-7, 150-2, 157-60, 187-90, 209, 225,

247, 257, 303, 322, 335, 354, 401-3, 410, 413n, 414-5, 443, 446, 451, 456-7, 469, 474-6, 479-82, 489, 494, 497, 513-4 519-22, 544, 548, 572, 575, 586-8, 594-6, 599-601, 618-9, 626, 631-3, 634n, 640, 644, 658-61, 666, 678, 685-92, 696.
parent-teacher associations, 415, 692, 701.
Park, G. J., 491, 591.
Parkhurst, 334.
Parkhurst, Helen, 495.
Parkinson, H. A., 511, 526.
Parliament, 6-8, 13-5, 25, 35, 44, 49, 57-66, 88-92, 97-102, 107-8, 118-24, 128-31, 183-6, 193-6, 204, 215, 225-6, 232-3, 237-40, 244-5, 304-5, 313, 330, 339-40, 355, 393-6, 433, 437, 444-7, 461-3, 470, 513-5, 528-32, 540-1, 550-2, 571, 576, 586-9, 593-6, 600, 605-6, 637, 664, 669, 683n, 695-6, 706.
Parliamentary Recess Education Committee on Educational Reorganization in New Zealand (1929-30), 528-39, 564-7, 580-3, 600, 662.
Parnell, 9-11, 17, 34, 68-70, 91, 99, 105, 119, 135, 142, 162n, 174-5, 180, 183-4, 224, 299, 334, 374n, 438, 447, 591, 625, 637, 674-5, 708.
Parr, Sir Christopher J., 303, 311, 314, 319, 330, 336-8, 341, 346-9, 353-60, 363-4, 372, 383-4, 387-91, 414, 438, 446-8, 451-6, 459-64, 470-3, 476, 484, 491, 494, 503, 510-2, 517-21, 600, 625.
Parr, E. J., 495, 567.
Parry, Robert J., 222, 374.
Parry, W. E., 447, 595.
Parsonage, W., 667n, 677, 687.
Parua Bay, 149.
Patchett, E. D., 572.
Paterson, Marjorie G., 490, 610, 637, 677.
Paterson, R. H., 315.
patronage, 366, 530, 554.
patrons of schools, 22-3, 26, 45.
Patterson, John, 462, 531, 568-9, 624-5, 662.
Patumahoe, 55.
Paul, Thomas J., 609.
Payne, John, 283.
Payton, E. W., 269, 464.
Peacock, R. W., 639.
Peacock, Thomas, 110-3, 296, 462, 593.
Peacocke, Gerald L., 274, 278, 289, 311, 330, 338n, 384.
Peacocke, Ponsonby J. R., 129.
Peacocke, Stephen P., 64.
Peake, F. M., 657.
Pegler, Amy B. A., 490.
Pegler, L. F., 496.
Penk, B. A., 682.
Penlington, H. F., 529-30.
Penning, J. R., 397, 437, 499.
Penrose, 476, 675.
pensions, 436, 449.
Perry, William, 613n.
Pestalozzi, Heinrich, 202, 262, 322, 561.
Petrie, C. R., 582.
Petrie, Donald, 201, 210-2, 234, 248-62, 279, 285, 290-1, 294-6, 308-10, 313-7, 321, 333-7, 345-54, 360-4.
Pettit, Ralph L., 671-2.
Philips, Philip A., 61, 67, 85, 96, 274.
Phillipps, Frank, 190n.
Phillipps, Richard B., 477.
Phillipps, William, 18, 25, 43-4.
Phillips, A. J., 588.
Phillips, Horatio, 164, 175, 223.
Phillips, William, 698.
Philson, T. M., 15, 147.
Physics Primer (Stewart), 186.
Piako, 60, 110, 391, 393, 669.
Pickering, H., 634.
Pierce, G. P., 45, 47n.
Pilcher, Doreen C., 598.
Pio Pio, 529.
Pipiroa, 383.
Pirani, Frederick, 358, 386, 447, 517.
Pitcaithly, George, 398-9, 403, 408, 453.
Pitcaithly, Ngata, 642-3.
play, 202, 454, 590.
Play Association, 464.
playgrounds, 22, 66, 77, 197, 206, 383, 388-9, 396, 409, 419, 437-40, 454, 468, 478, 534, 644-5, 661, 678, 684.
Plummer, George H., 347-50, 354, 377, 398, 453, 454n.
Plunket, William L. Plunket, 5th Baron, 297.
Point Chevalier, 334, 472, 481.
Pokeno, 40, 61, 305.
Poland, Hugh, 386, 438.
Pole, L. E., 594.
police, the, 46, 103-4, 442, 461, 553, 570-1.
politics and education, 5, 412, 446.
Pollen, Daniel, 21, 43, 193.
polytechnic institutes, 266.
Pompallier, Jean-Baptiste F., 6-8, 36, 42, 50.
Ponsonby, 11, 34, 70, 91, 105, 121-3, 179-80, 184, 199, 208n, 279-80, 398, 440, 461-2, 624, 674-5.
Poole, Charles H., 438, 447.
Pooley, J. Walter, 279, 283.
population, 10, 36, 59, 92, 118-23, 199, 204, 224-5, 282-3, 298, 308, 340, 382, 395, 436, 439, 462-3, 470, 497, 554, 584, 625, 649, 658-9, 662n, 663-4, 693, 700, 703.
Port Albert, 52.
Porter, William F., 13.
Port Waikato, 668.
Potter, F., 291.
Potter, John F., 432, 457.
Potter, Nellie A. M., 318.
Potter, R. H. A., 457, 481.
Potter, Vivian H., 484.
Poverty Bay, 10, 60.
Powditch, William, 9, 32, 35, 44.
Powell, A. W. B., 560.
Powell, Frank E., 283.
Poynton, Joseph W., 428.
Practical School Method (Boardman), 402.

Prayer, the Board's, 25.
Presbyterians, 8-11, 18-9, 25, 31-2, 36, 45, 50, 71, 167, 257-9, 369, 488.
Prichard, Herbert D., 457, 568.
Priestley, Maurice, 243, 322, 347, 375-7, 398, 480-2, 568-9, 598, 615, 624-6.
Primary School, The (Hadow Report), 573.
Primary Schools' Music Festival, 628.
Prime, Frederick L., 94, 110-1, 140.
Primer of School Method (Dexter and Garlick), 402.
Primrose, J., 462, 531, 568-9, 583.
Principles and Methods of Teaching (Welton), 402.
Principles of Education (Jones), 402.
Principles of Education (Raymont), 324.
probation officers, 395.
probationary assistants, 507, 525, 542, 571, 603-4, 627, 637-9.
probationers, 78, 82, 118, 132, 144, 161-4, 168, 172, 324-5, 349, 406, 419-20, 441, 446-8, 490-1, 497, 506-9, 522, 542-3, 578, 631, 637-8.
Problem Child, The, (Neill), 449.
Problem Teacher, The, (Neill), 630.
progress cards, 618, 631.
prohibition, 435.
promotion (of pupils), 260, 357, 388, 405-6, 459, 472, 702.
Proposed Scheme of Education for the Province of Auckland (1856), 18-21, 24-5, 42.
Protection of School Children Committee, 614-5.
provincialism, 386, 416, 514.
Prows-Broad, E., 562.
psychological services, 634.
Psychological Types, (Jung), 449.
psychology, 304-6, 389, 449-50, 631, 692.
Public Service (public servants), 47, 128-30, 257, 278, 312, 405, 420, 432-7, 451, 483, 489, 510, 541, 619, 633, 636, 678, 680-1, 693, 706.
Public Trustee, 629, 656, 672.
public works (Department of Public Works), 33, 46, 108, 194, 238, 279, 457, 520-1, 525, 533-4, 540, 615, 660.
Puhipuhi, 204.
Puhoi, 72.
Pukekohe, 52, 55, 61, 323, 334-6, 341, 569, 674-5, 707.
Pukekohe High School Board of Managers, 678.
Pukekohe Technical High School Board of Managers, 464-5, 570.
Pukekura, 52.
punishment, 152, 202-3, 261, 388, 539, 617, 702.
Pupils Who Are Defective in Vision (1950), 691n.
pupil teacher centres, 326.
pupil teachers, 57, 74, 77-8, 81, 89, 102, 133-4, 143, 149, 154, 160-5, 169-76, 220-3, 231-2, 234n, 238-46, 251-6, 270, 292, 309, 313-7, 322n, 324-6, 338-9, 360, 377, 398, 406, 409, 416-9, 434, 441, 446-8, 458, 466, 488, 506, 509, 520, 606, 630.
Purchas, Arthur G., 18, 30, 42, 62n, 72, 95.
Purchase, J. E., 496.
Purdie, Edmund C., 256, 262n, 308-10, 338n, 345-7, 362-3, 367, 373-4, 387-8, 393-7, 408-10, 415, 438, 456, 460-70, 481, 489, 499, 502-3, 510, 514-9, 523, 526, 531, 568-9, 646.
Purdie, I. A., 625, 662, 667, 672.
Purdie, J. S., 338-9.
Purdie, Sara J., 315.
Puriri, N. P. K., 676-7.
Purua, 204.
Putaruru, 570, 660.
Putwain, W. S., 465, 468, 577.

Queensland, 96, 520, 537-8.
Queen's Redoubt, 61.
Queen's University, 159.
Quick, R. H., 271-2, 324.

Rabelais, François, 155, 178.
racial relations, 544-5.
Rae, Duncan McF., 486-8, 559-61, 591-5, 623, 637, 696n.
Rae, K. W., 508.
Raglan, 10, 52, 60, 110, 184, 391, 394, 438, 669.
Rains, Catherine M., 610, 636.
Ranfurly, Uchter J. M. Knox, 5th Earl of, 201, 240, 298, 606.
Rangiaohia, 52.
Rangiora, 529.
Rangiriri, 669.
Rangitoto College Board of Managers, 678.
Rarotonga, 486.
rates, education, 5, 20-2, 48-9, 52, 76, 85-93, 101, 261, 357-8, 385-7, 414, 520.
Rationalist Association, 571.
rationing scheme, teachers', 557, 603-5.
Rattray, William, 62, 71.
Rawhiti, 108.
Ray, R. P. J., 256, 347n, 464, 468, 502-3.
Raymont, T., 373.
Rawlins, C. B., 652.
reading disabilities, 689-91.
Rebuilding Fund, 445, 452, 471.
Rechabites, Order of, 147.
records, pupils', 565, 634n.
recreation, 2, 12, 198, 200, 262, 301, 370, 379-80, 449, 475, 488, 512, 595, 639, 641, 685-6, 699.
Redwood, Henry, 12, 328.
Reed, George McC., 97.
Reed, Sir John R., 201-2, 255, 302, 361, 384, 697.
Reekie, J. Slingsby, 397, 412, 437, 441, 461, 499.
Reed, Vernon H., 438, 461, 513.
Reeves, W. Pember, 105, 199, 204, 211, 225, 230, 234, 247, 270-1, 312, 606.
Reform in Education (Gentile), 449.

Reform Party, the, 371, 446-7, 515-9, 522-4, 527-8, 541.
Regulations, Board, 22-3, 38, 40, 75, 95, 106, 113-7, 132, 150, 160-1, 164, 203, 212, 220, 223, 233-4, 254, 416, 503, 628, 645n, 656, 686.
Rehabilitation Department, 656.
Reichel, Sir Harry R., 451, 634.
Reid, Alexander, 18, 25-6, 30, 37, 42, 47, 698.
Reid, John, 296.
Reid, K., 487.
Reid, Mary, 692.
Reid, R. B., 103.
religion, 4-5, 8, 10-1, 17, 24, 42-3, 50, 54, 87, 95, 102, 178n, 200-2, 321, 494, 530, 571-3, 606, 640-1.
religious instruction, 4-5, 8, 15, 17-24, 34-6, 43-5, 48-51, 54, 62-3, 73, 87, 95, 113, 257-9, 354, 359, 450-1, 539, 565-6, 571-4, 582, 608, 679, 700.
remedial reading clinics, 690-1.
Remuera, 9, 31, 34, 61, 70-1, 184, 211, 215, 279, 328, 334, 339n, 396, 400, 421, 462, 606, 658, 664, 675, 696n.
Renshaw, Ellen, 287.
Renyard, F. C., 568, 657.
report, "inspection", 345.
reports, pupils', 479.
reports, "special", 345.
Rescue Home, 329.
Reserve Bank, the, 540.
reserves, educational, 61, 98-102, 128-9, 158, 182-5, 192-5, 225, 333, 383-4, 391, 451, 475-6, 526, 545, 571, 628-9, 660.
residences, school, 77, 101, 117-26, 133, 207, 232-4, 239, 241, 256, 310, 338-42, 382-3, 388, 390, 440, 444-5, 452, 469-72, 519, 525, 533, 554, 557, 570, 579-81, 591, 601, 607, 618, 627, 638n, 641, 655, 685.
retardation of children, 396, 449, 489, 513, 565, 596, 634, 690n, 701.
retrenchment, 133-4, 191, 225, 232, 267, 540.
Rew, R. A., 461, 568-70, 583, 587, 614, 624-6.
Rewiti, 461.
Reyburn, Robert, 50.
Reynolds, Arthur E., 416-8, 492, 607, 630.
Rhodes, Irene J., 610.
Rhodes, L. E., 456-7, 587, 614.
Rhodes, Thomas W., 438.
Rice, S., 640.
Rice, Vincent E., 95, 99, 110-1, 119-22, 127-30, 140-5, 148, 153, 157-9, 166, 171-3, 185-9, 194, 201, 214, 223, 227, 231, 234-5, 254-7, 280, 289-91, 296, 308-10, 334-6, 345-7, 376, 409, 646.
Rich, Irene R., 610.
Richards, Arthur C., 609.
Richardson, A. E. B., 432.
Richardson, Thomas, 89n.
Richmond, J. C., 59.
Richmond, N. M., 562.
Ridings, Kate, 170.
Riley, Arthur D., 279, 289.
Riverhead, 323.
Riverton, 487.
Roach, John J., 153, 234, 256, 310.
Robb, James, 300.
Roberton, Ernest, 254, 336.
Roberts, Alfred, 587-91.
Roberts, J. F., 243, 697.
Roberts, Margaret A., 610.
Roberts, W. E., 414, 572.
Robertson, C., 568.
Robertson, C. A., 72.
Robertson, J., 97.
Robertson, James, 454, 568.
Robertson, K., 657, 677.
Robinson, Dove M., 672-4.
Robinson, Elizabeth A., 431.
Robinson, Ernest T., 318.
Robinson, Walter I., 103, 267-9.
Rodney, 110, 391-3, 585, 669.
Roe, M. H., 72.
Rogers, Alban E., 650, 682.
Rohan, Edith G., 610.
Rohan, Gertrude C., 610.
Rohan, Gladys M., 610.
Rohan, Mary E., 610.
Rolleston, William, 100, 108, 185, 188, 303.
Rollett, Hilda C., 402.
Roman Catholics, 2, 4, 7-9, 11, 17-8, 30, 34-8, 42-51, 69, 257, 339, 412, 570-1, 696.
Rope, C. M., 432.
Ross, Dame G. Hilda, 664.
Ross, M., 89n.
Rotorua, 12, 299, 379-80, 383, 391, 450, 465-6, 529, 625, 649, 660, 663, 669.
Rotorua High School Board of Governors, 464, 570.
Rotorua Hospital, 636.
Rowe, Adrian M., 257, 318.
Rowe, Alfred C., 609.
Rowe, William, 62, 109.
Rowley, Lilian R., 610, 635.
Roxborough, 696.
Royal Readers, 76, 146.
Ruakaka, 305.
Ruakura, 300, 465.
Ruapehu, 573.
Ruapekapeka, 8.
Rudman, Robert E., 458-9, 489, 600.
rugby, 307, 323, 350, 379-80, 404n, 450, 486, 488, 490, 697, 699.
Rugg, Harold, 555.
Runciman, D. W., 179, 184, 187, 274.
Russell, 6, 108, 316, 569.
Russell, Andrew H., 18, 42.
Russell, D., 347.
Russell, G. S., 663-4, 672.
Russell, Thomas, 67.
Russell, William F., 450.
Rutherford, Ernest Rutherford, 1st Baron, 370, 512, 606.
Rutherford, James, 595n.
Rutherford, James G., 229, 283, 338n, 462.

Rutledge, Donald W., 624-5, 662, 667-9, 674.
Ryan, G. P., 639.

Sadler, Sir Michael E., 373, 494.
Sage, Constance M., 457.
St Andrew's Presbyterian Church, 19, 37.
St Barnabas' Church, 8.
St Benedict's Roman Catholic Church, 153.
St Mark's, Remuera, 34, 211n, 421.
St Mary's Cathedral, 626, 708.
St Mary's Homes, 442.
St Matthew's Church, 12, 18.
St Paul's Church, 6, 18, 69, 73, 421.
St Peter's, Onehunga, 18, 30.
salary scale, colonial, 237-45, 338, 388.
Sale, John, 283.
Salmon, Edith J., 457.
Salt, G. McB., 562.
Sanders, C. S., 660.
Sanderson, Charles, 30, 43.
Sando, A., 496.
Sandringham, 675.
Sands, Ethel A., 443.
Savage, Michael J., 371, 447, 451, 526, 553, 570.
Sayers, S., 656, 702.
Secondary Education for All (Tawney), 449.
Scanlan, R., 457.
schemes of work, 357, 479, 483, 488, 492-3, 499.
Schnackenberg, C. H., 697.
Schnackenberg, E. H., 697.
Schnackenberg, K. E., 170.
Schnackenberg, Patti J., 610.
scholarships, 39, 84-5, 61, 100, 118, 128, 167-8, 176-7, 186, 207-12, 254, 257, 288, 295, 302, 318, 330, 333-5, 343, 358n, 384-8, 391, 396-8, 449, 452, 479, 482, 497, 522-4, 531-2, 540-2, 545, 550, 554, 564, 575-6, 579, 616-8, 643, 700, 703.
school-age, 114, 129, 448, 456, 459, 554, 557, 564, 579, 582, 588-90, 631, 638, 649, 686-7, 700.
school cadet corps, 299-301, 323, 344, 348-50, 353, 379, 410, 434.
School Commissioners, 102, 185-6, 189, 333.
School Committee Journal, 587, 590.
School Committees, 38, 52-3, 57, 68-76, 84-7, 100-17, 123, 126-38, 144, 147-52, 206-7, 213-20, 226-30, 234-8, 247, 255, 262-4, 271, 276, 298, 303-5, 310-1, 333, 338-9, 350, 358n, 360-7, 381-3, 387-90, 395-7, 402, 409-16, 441, 446-8, 451-2, 463-4, 467-71, 480, 500, 504-5, 511, 515-26, 531, 534-5, 539, 544-5, 549, 552, 560, 569-80, 583-91, 603, 613-8, 621n, 624, 627-8, 629n, 640-5, 662-3, 667-9, 673-4, 679, 683-8, 699-706.
———, individual, —
  Arapohue, 331.
  Aratapu, 303, 331.
  Auckland City Schools', 68, 89, 103-5, 120, 137, 148, 150, 202, 222-3, 231, 249, 301, 314, 335, 387, 412.
  Auckland East, 73, 89n, 178.
  Auckland West No. 1, 89n.
  Auckland West No. 2, 89.
  Avondale, 303, 411, 569-70.
  Bayfield, 521.
  Bombay, 336.
  Brixton Road, 587.
  Buckland, 336.
  Cambridge, 156, 159, 288, 332.
  Cerebral Palsy Day, 691.
  Coromandel, 214, 583.
  Dargaville, 115, 331, 591.
  Dargaville District High, 583, 642, 697.
  Devonport, 198, 303.
  Dome Valley, 127.
  Edendale, 457.
  Edgecumbe, 583.
  Ellerslie, 411.
  Fairburn's Road, 216.
  Fairfield, 583.
  Forest Lake, 583.
  Frankton, 583.
  Gladstone, 477, 587.
  Grafton Road, 89n, 113.
  Hamilton East, 157, 288, 411.
  Hamilton West, 157, 288, 374.
  Hautapu, 137.
  Helensville, 149, 160, 415.
  Hillcrest, 583.
  Horahora, 526.
  Hukanu, 310.
  Huntly, 213.
  Hunua, 336.
  Kaikorai, 264.
  Kaitaia District High, 583.
  Kamo, 257.
  Katikati District High, 583.
  Katikati North, 303, 305.
  Kauaeranga, 287.
  Kaukapakapa, 316.
  Kawakawa District High, 583.
  Kawhia, 583.
  Kowhai, 452, 456-7.
  Kowhai Intermediate, 587, 591.
  Kowhai Junior High, 457.
  Mangere Central, 592.
  Matakohe, 131, 481.
  Matamata Junior High, 460.
  Maungaturoto, 115, 148.
  Maungawhau, 587, 591.
  Morrinsville District High, 583.
  Mount Albert, 457.
  Mount Eden, 411, 415, 457, 476, 481, 587, 591.
  Mount Roskill, 149, 463.
  Nelson Schools, 258.
  New Lynn, 414.
  Newmarket, 262-4.
  Newton, 374, 411, 414.
  Ngatea District High, 583.
  Northcote, 411, 414.
  Northcote District High, 569.
  Ohinemuri, 127.

  Onehunga, 333-4, 402, 415, 587, 591.
  Onewhero, 336.
  Opotiki, 332.
  Opotiki District High, 583.
  Orakei, 570.
  Oruru, 213.
  Otahuhu, 303, 468, 526.
  Otaika, 213.
  Otara, 149.
  Otorohanga District High, 583.
  Owairaka, 477, 587.
  Paeroa, 288, 526.
  Pakotai, 469.
  Papakura, 303.
  Papatoetoe, 257-8.
  Parawai, 287.
  Patumahoe, 336.
  Point Chevalier, 213, 303, 414.
  Pokeno, 336.
  Ponsonby, 89n, 127, 213, 303, 344, 377, 415, 461, 587.
  Port Albert, 303.
  Pukekohe, 336.
  Pukemiro, 411.
  Raglan, 583.
  Rangiahua, 525.
  Rawene District High, 583.
  Remuera, 149, 414-5, 587, 591.
  Rotorua, 583.
  Ruawai District High, 583.
  Russell, 107-8.
  Taheke, 469.
  Tamaki East, 149.
  Tamaki West, 149.
  Tararu, 287.
  Tauranga, 374.
  Tauranga District High, 583.
  Te Aroha, 593.
  Te Kopuru, 331.
  Te Papapa, 452, 587.
  Te Puke, 412-3.
  Te Puke District High, 583.
  Thames, 583.
  Titirangi, 659.
  Tokatoka, 331.
  Tryphena, 213.
  Waihi, 288.
  Waihi District High, 583.
  Waimamaku, 213.
  Waiokaraka, 287.
  Waituhi, 526.
  Wakapara, 383.
  Warkworth, 583.
  Westmere, 593.
  Whakatane District High, 583.
  Whangarei, 149.
  Whau Valley, 583.
  Whitiora, 526, 583.
  Woodhill, 214.
School Committees' Association of New Zealand, Dominion Federation of, 496-7, 511, 574, 588, 590-1.
School Fund, 88, 113, 116-7, 127-8, 131, 272, 304-5, 381-2, 457, 469, 473, 627-8.
school hours, 73, 84, 95, 258, 270-2, 276, 292, 358n, 397, 404, 566, 571, 685-7.
School Journal, The, 328, 347-8, 453, 466, 501, 544.
School Population Estimates for the Years 1950-60, 658.
Schools, —
  Abbotsholme, 495.
  Addey's, Mr, 71.
  Ahipara, 181.
  Ahuroa No. 1, 254.
  Ahuroa, No. 2, 254.
  Akaaka, 394.
  Albertland North, 147, 243.
  Albert Street, 105, 138, 152n.
  Alexandra, 412.
  Allan Glen's, 280.
  Alloa Academy, 181.
  Amodeo Bay, 341.
  Andrews', Mr, 69.
  Anstie's, Miss, 69.
  Aoroa, 609.
  Arapoe, 455.
  Arapohue, 399, 438.
  Arapuni, 471, 609.
  Ararimu, 316, 393.
  Aratapu, 76, 147, 181, 233.
  Aratapu District High, 332, 337, 403, 482.
  Ardmore, 394, 438.
  Arrowtown, 337.
  Athenree, 415.
  Auckland Academy, 36.
  Auckland College, 61, 66, 69, 178.
  Auckland Diocesan High, 457, 614.
  Auckland East, 73, 181.
  Auckland East No. 2, 90.
  Auckland East No. 3, 81.
  Auckland Girls' Grammar, 329-31, 508, 606, 608.
  Auckland Girls' High School, 118, 128, 154, 166, 170-1, 175, 181-97, 257, 329-30, 336.
  Auckland Girls' Training and High School, 178-80.
  Auckland Grammar (including Auckland College and Grammar School, 1872-99), 61-9, 80, 84-5, 95-9, 103, 167, 175, 181-2, 186-90, 197, 206n, 208-12, 222, 225-7, 249, 272, 284-5, 335-6, 380, 384, 423, 490-1, 508, 529, 547, 606, 648, 657, 660.
  Auckland High, 37, 66, 69, 88.
  Auckland Hospital, 598, 609.
  Auckland School for Deaf, 597, 635, 649.
  Auckland West Kindergarten, 197.
  Auckland West No. 1, 76.
  Auckland West No. 2, 69, 181, 593.
  Avondale, 222, 232, 305, 398-9, 408, 418, 439, 461n, 472, 490, 609, 631, 634, 648, 692.
  Avondale Intermediate, 636, 659, 676, 686.
  Avondale South, 305, 411, 440, 461n, 477.
  Avondale Technical, 667.
  Awanui, 464.
  Awatuna, 418.

Awhitu, 52, 676.
Awhitu Central, 394.
Awhitu No. 2, 394.
Balmoral Intermediate, 631, 676.
Banks', Miss, 69.
Barnes', Mrs, 68.
Barrack Street, 35.
Bath School of Domestic Science, 280.
Bayfield, 222, 340, 342, 374, 415, 417-8, 439-40, 491, 521, 607.
Beachlands, 490.
Bedales, 495.
Bell Block, 458.
Belmont, 374, 415, 439, 461n, 490, 607, 614, 634, 648, 685.
Beresford Street, 103-4, 138-9, 147, 158, 163, 172, 222-4, 240, 245, 249, 263, 302, 315-6, 334, 342, 344, 375, 382, 395, 422, 439-40, 445-6, 472, 490, 558, 593, 609, 624, 630, 634, 636, 686.
Big Bush, 75.
Big Omaha, 75.
Birkdale, 254, 461n, 634.
Birkenhead, 411, 490, 609, 634.
Blind, 323.
Blockhouse Bay, 477, 697.
Bluff, 399.
Bombay, 223, 257, 262, 393.
Brixton Road, 457, 610.
Broadway, 464.
Broadwood, 676.
Brooklyn, 253.
Brown's Bay, 476, 634, 648.
Bryant's, Miss, 69.
Buckland, 316, 394, 438.
Cabbage Tree Swamp, 30.
Cambridge, 52, 208, 222, 224, 233, 288, 332, 399, 471.
Cambridge District High, 133-4, 156-60, 175, 332, 337, 403, 482, 593, 609, 633.
Cambridge West, 412.
Campbell Free Kindergarten, 378.
Campbell's Bay, 476, 648.
Carlson School for Cerebral Palsy, 691-2.
Carlton Academy, 68.
Carmarthen Girls', 176.
Chapel Street, 207, 222, 305, 342, 382-3.
Christchurch Collegiate, 176.
Christchurch High, 478.
Christchurch Normal, 166.
Christ's College (Christchurch), 478.
Churchill, 431.
Church of England Grammar, 62.
City and Guilds Central Technical College, 266.
Clevedon, 302, 393, 421, 593.
Conway's, Miss, 69.
Cornwall Park, 461n, 471, 481, 626, 635, 690.
Coromandel, 331, 609.
Coromandel District High, 331, 337, 403, 482.
Correspondence, 410, 544, 558, 586, 605, 608, 687.
Correspondence Coaching College (T. U. Wells'), 493.
Dacre's, 254.
Dairy Flat, 411, 593.
Dannevirke High, 642.
Dargaville, 222, 438, 592, 626, 649, 659.
Dargaville District High, 482, 492, 593, 609, 632, 659.
Dargaville High, 667.
Devonport, 72-3, 81, 103, 106, 119, 163, 222, 240, 272, 308, 315, 375, 408, 411, 417-8, 439, 446, 457, 461n, 631, 635.
Dilworth Ulster Institute for Boys, 223, 310.
Dome Valley, 75, 254.
Dominion Road, 616, 626.
Donnelly's Crossing, 490, 644.
Drake Street, 35.
Drury, 52, 393.
Dunedin High, 123.
East Christchurch Main, 166.
East Gore, 486.
East Tamaki, 205, 222, 394.
Edendale, 417, 431, 439, 455-6, 458, 461n, 490-1, 609, 615, 634.
Edgecumbe, 471, 649.
Edinburgh High, 6, 170.
Elam Free School of Art and Design, 269, 276, 284, 384, 464.
Ellerslie, 205, 344, 415, 439, 471, 491, 588, 609, 615.
Elstow, 491.
Epsom, 222, 233, 310, 439, 446, 456, 461n, 471, 490-1, 543, 592, 609, 614.
Epsom Girls' Grammar, 648, 697.
Eureka, 490.
Fairburn's Road, 417.
Fairfield, 493, 607, 649.
Fendalton, 477-8.
Flat Bush, 233, 393.
Forbury, 404.
Forest Lake, 648.
Frankton, 374, 438, 462n, 634.
Freeman's Bay, 35.
Geelong College, 167.
George's, Mrs Shayle, 69.
Geraldine, 404.
Geraldine District High, 488.
Gisborne, 61.
Gisborne Boys' High, 667.
Gisborne Girls' High, 667.
Gladstone, 461n, 476, 588, 606, 609, 626, 635, 648.
Glasgow and West of Scotland Technical, 280, 297.
Glenbervie, 609.
Glenbrook, 394, 609.
Glendowie, 656.
Glen Eden, 609.
Glen Murray, 205.
Gloucester School of Domestic Science, 280.

Goodwood, 415, 644.
Gordonton, 412.
Grafton, 76, 106, 138, 162n, 163, 181, 203, 211, 240, 257, 335, 342, 375, 407-8, 417-8, 439, 446, 457, 461n, 490, 588, 592, 597, 610, 634-5, 692.
Graves', Miss, 69.
Greenhithe, 254.
Greerton, 412.
Grey Lynn, 344, 380, 408, 411, 417, 431, 439, 461n, 471-2, 607, 624, 626.
Greymouth District High, 160.
Greytown North, 404.
Hairini, 159.
Halifax Higher Grade, 285.
Hamilton Academy Technical, 280.
Hamilton District High, 157, 158-60.
Hamilton East, 103, 160, 208, 222, 288, 393-4, 462n, 477, 491, 648.
Hamilton High, 374, 391, 606.
Hamilton West, 103-4, 211, 233, 262n, 288, 300, 408, 412, 446, 462n, 493, 606, 609, 634-6.
Hamilton West District High, 332, 337, 339, 374.
Hammond's, Mr, 71.
Harapipi, 399.
Harden's, Mrs, 69, 81.
Harrisville, 394, 417, 438.
Harrow, 555.
Hastings, 432.
Hautapu, 103, 139.
Hedgcock's, Mrs, 69.
Helensville, 181, 213, 222, 374, 491, 493, 592, 676.
Helensville District High, 593, 609.
Henderson, 398, 415, 609, 630.
Henderson High, 676.
Henderson's Mill, 76.
Henderson Valley, 610.
Herekino, 464.
High Street, 104, 106.
Hikurangi, 223, 262n.
Hillcrest, 476, 649.
Hillsborough, 659.
Hillside, 412, 609.
Hobsonville, 205, 257, 382, 480.
Horahora, 412, 431, 609.
Horotiu, 648.
Horse Shoe Bush, 254.
Horsham Downs, 412, 481.
Howe Street Industrial, 189.
Howick, 72, 76, 316, 393.
Howick District High, 593, 609, 676.
Howick Roman Catholic, 30, 34.
Huia, 124, 253.
Hukerenui, 676.
Hukerenui North, 213, 345.
Huntly, 310, 328, 431, 592.
Huntly District High, 403, 479, 593, 607.
Hunua, 393, 609.
Institute for the Care of Backward Children, 595-6, 634, 689.
Inumea, 316.
Invercargill Middle, 486-8.
Invercargill South, 486.
Ipswich Grammar, 96.
Island Bay, 457.
Kaeo, 76, 233, 464, 659, 676.
Kaiana, 398.
Kaiawa, 393, 409.
Kaikohe, 302, 464.
Kaikohe District High, 593.
Kaipara, 415.
Kaipara Flats, 75, 205, 411.
Kairara, 471.
Kaitaia, 61, 464, 475, 649.
Kaitaia College, 667.
Kaitaia District High, 482, 571, 632.
Kakapuka, 432.
Kamo, 130, 159, 181, 262n, 649.
Karaka, 394.
Karangaheke, 409, 418.
Karapiro, 412.
Kariaotahi, 233, 394.
Katikati, 649.
Katikati District High, 593, 609.
Katikati No. 1, 415.
Katikati No. 2, 353, 412.
Katui, 472.
Kauaeranga, 287, 418.
Kauaeranga Boys', 106, 114, 126, 164, 223-4, 409.
Kauaeranga Girls', 72, 114, 135.
Kaukapakapa, 316-7.
Kauri, 697.
Kawa, 412.
Kawakawa, 181, 464.
Kawakawa District High, 593, 607, 609, 635, 676.
Kawau, 61.
Kelston High, 667.
Kereone, 609.
Kerikeri, 61, 610, 676.
Kihikihi, 52, 491, 609, 659.
Kimihia, 243, 322.
King's College, 211-2, 301, 388.
King William's College, 141.
Kirikiri, 75.
Kirikiriroa, 132.
Kohekohe, 103, 394.
Kohimarama, 477, 490, 569, 609, 648.
Kohukohu, 376, 464.
Komakorau, 310, 412, 431.
Kowhai, 456, 465.
Kowhai Intermediate, 562, 598-601, 606, 608-9, 615, 631, 636, 676.
Kowhai Junior High, 458-60, 471, 480, 489, 598-9.
Laingholm, 659.
Lake, 104n, 181, 254, 344.
Litchfield's, Miss, 69.
Little Omaha, 76.
Long Bay, 254, 476.
Longton High, 280.
Lower Waitoa, 476.
Lucas' Creek, 103, 109, 254.
McIntosh's, Mr, 69.
Mackaytown, 130.
Mahurangi Heads, 52, 61, 72, 233, 254.
Mahurangi West, 254.

Maioro, 124.
Maketu, 132, 162n, 181, 233, 490, 525, 570.
Mamaku, 626.
Mangapai No. 1, 181, 350.
Mangapai No. 2, 350.
Mangapehi, 418.
Mangapiko, 132.
Mangatarata, 571.
Mangawai Beach, 243.
Mangawhero, 415.
Mangere, 39, 141, 375, 394.
Mangere Bridge, 203, 375, 394, 438-9, 608.
Mangere Central, 592.
Mangonui, 464.
Man-o'-War Bay, 431.
Manukau Heads, 394.
Manukau Intermediate, 634, 676.
Manurewa, 394, 408, 418, 438.
Maraetai, 222, 310.
Maraetai No. 1, 393.
Maraetai No. 2, 393, 490.
Maramarua, 398, 676.
Marlborough, 418.
Maromaku, 592.
Marsh Meadows, 213.
Mataitai, 393, 432, 593.
Matakana Lower, 75.
Matakana Upper, 75.
Matakohe, 52, 58, 130, 481.
Matamata, 634, 649.
Matamata College, 667.
Matamata District High, 395n, 403, 482, 593, 599, 609-10, 632.
Matamata Junior High, 460, 489-90, 599.
Matangi, 412, 649.
Mauku, 394.
Maungakaramea, 61, 387.
Maungatautari, 412.
Maungatautari No. 2, 412.
Maungatawhiri Valley, 103, 393, 432.
Maungaturoto, 525, 569, 676.
Maungawhau, 411, 439, 455-7, 461n, 476, 490, 493, 606, 609, 615, 686.
Maunu, 345, 418.
May Road, 692.
Meadowbank, 439, 461n, 471, 609, 648, 686, 697.
Mercer, 393.
Merchant Venturers' Technical College, 279-80.
Mercury Bay, 415, 421.
Miranda, 398, 409.
Model Country, 176, 313-7, 322, 378, 384, 403, 493, 608.
Moerewa, 649.
Mokai, 471.
Morissey's, Mrs, 69.
Morrinsville, 124, 398, 412, 438, 659.
Morrinsville College, 659, 667.
Morrinsville District High, 593, 632, 659.
Motukaraka, 464.
Moumoukai, 393.
Mount Albert, 222, 349, 380, 387, 408, 417, 439, 446, 455-8, 461n, 609, 615, 637, 648.
Mount Albert Grammar, 508, 531, 558.
Mount Eden, 222, 240, 376, 384, 387, 408, 415, 439, 446, 455-8, 461n, 472, 476, 588, 608-9, 615, 697.
Mount Eden Collegiate, 321.
Mount Gambier Grammar, 167.
Mount Gambier Model, 167.
Mount Hobson Boys', 141, 172.
Mount Maunganui, 374.
Mount Roskill, 262, 398, 408, 418, 446, 456, 471, 530, 610, 615.
Mount Roskill Intermediate, 660, 676.
Mount Roskill Grammar, 667.
Mullet Point, 254.
Murray's Bay High, 667.
Napier Boys' High, 190-1, 458.
Napier High, 599.
Napier Street, 106, 135, 138, 217-8, 222, 224, 240, 249, 342, 349, 376, 395n, 398, 408-10, 421, 439-40, 446, 476, 493, 609, 630, 635, 686.
Nelson College, 66, 189, 561.
Nelson High, 599.
Nelson Street, 163-4, 166, 222, 262n, 342, 374, 380, 418, 439-40, 446, 472, 492, 608, 631.
Ness Valley, 222, 593.
Netherton, 571, 609.
Newcastle, 52.
New Lynn, 316, 439, 481, 490, 493, 607, 609.
Newmarket, 71, 76, 207, 222, 262, 282, 284, 336, 377, 418, 439, 446, 456, 461n, 479, 492, 598, 607, 615, 690-2.
Newmarket Remedial Reading Clinic, 690.
New Plymouth High, 599.
Newstead, 412.
Newton Academy, 68.
Newton Central, 490, 607, 609, 630, 634, 645, 692.
Newton Manual Training, 288, 458.
Newton No. 1, 68, 76.
Newton No. 2, 68, 76, 78, 89.
Newton East, 103, 106, 126, 135, 138, 163, 207, 222, 240, 257, 282, 284, 302, 379, 387, 408, 417-8, 439-40, 472, 488, 490-1, 595, 597, 631, 634.
Newton West, 103, 106, 138, 163-4, 172, 217-8, 240, 349, 353, 380, 418, 422, 439-40, 489, 588, 592, 614-5, 697.
Ngarua, 374.
Ngaruawahia, 223.
Ngatea District High, 593.
Night, 103, 267, 269.
Normal, 172, 313-7, 321-2, 326-7, 336, 363, 378, 387-8, 406-8, 415, 435, 446, 476, 483-4, 487-90, 543, 559-60, 562, 607-10, 615, 634, 637, 690.
Normal District High, 336-7, 403.
Normal Intermediate, 624n, 631, 676.
Northampton Polytechnic, 285.

Northcote, 308, 408, 410-1, 417, 428, 432, 461n, 490-1, 592, 634.
Northcote College, 667, 697.
Northcote District High, 569, 593, 599, 609-10, 632-3.
Northcote Junior High, 460n, 599.
Northland College, 642-3, 667.
North River, 55.
North Shore Church of England, 34.
North Shore Roman Catholic, 30.
Ohaeawai, 464.
Ohakune, 491.
Ohaupo, 418.
Ohinemutu Native, 108.
Ohinewai, 438.
Okahu No. 1, 570.
Okaihau, 464, 609, 676.
Omaha, 52.
Omahu, 310.
Omaunu, 490.
Onehunga, 30, 72, 164, 208, 211, 222, 233, 249, 300, 333-6, 340, 408, 418, 422-3, 431, 439, 446, 461n, 490, 588, 607, 609, 615, 634-6, 686, 690.
Onehunga Church of England, 30-1.
Onehunga District High, 334-5, 337, 374, 399.
Onehunga Intermediate, 636.
Onehunga Roman Catholic, 34.
Onehunga Young Ladies', 176.
Onerahi, 609.
Onewhero, 676.
Oparau, 412.
Opotiki, 411-2, 438.
Opotiki College, 667.
Opotiki District High, 332, 482, 593, 609, 633.
Opouriao North, 412.
Opouriao South, 412.
Opua, 243, 464.
Orakei, 635.
Orakei High, 667.
Orakei Native, 107.
Orere, 393.
Orewa, 676.
Ormond, 61.
Orua Bay, 394.
Oruru, 76, 464.
Otahuhu, 72, 222, 224, 353, 394, 398, 422, 446, 472, 615, 630, 634-5, 648, 686.
Otahuhu Church of England, 34.
Otahuhu College, 632n, 667.
Otahuhu Roman Catholic, 30, 34-5.
Otahuhu Technical High, 569, 593, 599, 609, 632, 648.
Otaika, 214, 345.
Otakeo, 432.
Otara, 72.
Otara (n. Opotiki), 412.
Otara Intermediate, 660, 676, 692.
Otaua, 394, 609.
Otaua Native, 107.
Otonga, 262n.
Otorohanga, 390, 471, 593, 634, 649.
Otorohanga District High, 490, 593, 609.
Oturoa, 431.
Owairaka, 477, 536, 609, 615, 648.
Owhiwa, 417.
Paemako, 455.
Paengaroa, 412.
Paeroa, 412, 571.
Paeroa District High, 288, 332, 337-8, 410, 418, 482, 593, 609-10.
Paihia, 464.
Pakuranga, 52, 222, 291n, 393.
Panmure, 72, 103-4, 393, 476, 493, 634.
Panmure Roman Catholic, 30, 34-5.
Papakura, 31, 52, 61, 73, 103, 394, 692.
Papakura High, 639, 667.
Papakura Valley, 36.
Papakura Valley No. 1, 393, 432.
Papakura Valley No. 2, 393.
Papamoa, 412.
Papanui, 354.
Paparata, 393, 432.
Paparimu, 393.
Paparoa, 56, 78, 223.
Papatoetoe, 394, 615, 648.
Parikura, 432.
Parnell, 103, 106, 119, 138, 163, 181, 222, 231, 240, 332, 353, 374, 399, 408, 417, 421, 440, 446, 461n, 472, 588, 603, 614, 630.
Parnell Church of England Grammar, 142, 179.
Parnell Native Girls', 9.
Parnell Orphan Home, 257.
Parnell parochial, 7.
Parua Bay, 75.
Pasadena Intermediate, 676.
Paterangi, 399, 412, 609.
Patumahoe, 55, 394.
Pekatahi, 490.
Penrose High, 667.
Phillipstown, 607.
Piarere, 471.
Pio Pio, 374, 432, 455.
Pio Pio District High, 593, 609.
Pipiroa, 609.
Pirongia, 412.
Pleasant Valley, 404.
Point Chevalier, 222, 322, 342, 374, 439, 461n, 476, 525, 648.
Point Chevalier No. 2, 476.
Point England, 686.
Pokeno, 205, 393.
Pokeno Hill, 61, 78, 130.
Pollock, 394.
Ponga, 393.
Pongakawa, 412.
Ponsonby, 103, 106, 135, 138, 160n, 163-4, 173, 181, 207, 218, 222, 224, 240, 257, 284-5, 315, 342, 380, 399, 439-40, 456, 458, 461n, 490, 494, 562, 593, 609, 630.
Ponsonby College for Girls, 208-9.
Porangahau, 458.
Port Albert, 52.
Portland, 464.

Prince Albert College, 208n, 332, 334, 657.
Puhoi, 72, 254.
Pukeatua, 104n, 109, 254, 411.
Pukekawa, 610.
Pukekohe, 52, 61, 394, 607.
Pukekohe District High, 403.
Pukekohe East, 55, 257, 394, 592.
Pukekohe High, 667.
Pukekohe Technical High, 476, 508, 585.
Pukekohe West, 55, 130.
Pukekohe West District High, 336-7.
Pukemiro, 634.
Puketurua, 412.
Pungaere, 316.
Punga Flat, 103.
Puni, 394.
Putaruru, 412, 490, 649.
Putaruru District High, 593.
Queen's College, 208-9, 211, 398.
Queen's Redoubt, 61.
Queen Victoria School for Maori Girls, 299.
Ragged, 69.
Raglan, 52, 104n, 181.
Ramarama, 393.
Rangatira Valley, 404.
Rangiaohia, 159, 592.
Rawene, 390, 438, 482, 649.
Rawene District High, 464, 593, 676.
Remuera, 61, 135, 222, 233, 272, 302, 376, 380, 399, 408, 415, 428, 439, 461n, 471, 609-10.
Remuera Girls', 71.
Remuera Intermediate, 660, 676.
Richmond, 411.
Richmond Road, 205, 207, 223-4, 240, 282, 284, 316, 336, 342, 344, 350, 380, 408, 415, 417, 439, 440, 490, 588, 609, 615.
Richmond West, 374, 399, 411, 439, 471, 490, 593.
Riverhead, 303, 438.
Riverlea, 412.
Riverton District High, 487.
Rotokakahi, 471.
Rotorua, 107, 222, 413, 431, 609, 636.
Rotorua District High, 403, 482, 585, 599.
Rototuna, 412.
Royal Oak, 461n.
Ruapuke, 83, 132.
Ruatangata West, 103.
Ruawai, 649, 676.
Rukuhia, 415.
Runaruna, 471.
Russell, 106, 438, 464, 609.
St Andrew's, 99, 209.
St Barnabas', 34.
St Benedict's, 608.
St David's, 68.
St Heliers, 593.
St John's College, 8, 18, 62, 175, 211-2, 332, 697.
St John's Roman Catholic, 34.
St Joseph's Roman Catholic, 34-5.
St Mary's, (North Shore), 9, 34, 50.
St Mary's, (Plaistow), 72.
St Matthew's, 30, 34, 56.
St Patrick's, 30, 34.
St Paul's, 30-1, 34, 39, 69-70, 73, 90.
St Peter's Roman Catholic, 34, 62, 68, 70.
St Nicholas' College, 170.
St Stephen's, 9.
Salford Royal Technical Institute, 285.
School of Design, 267.
Scotch College, 39, 97, 166-7, 248.
Seadown, 404.
Seddon Memorial Technical College (including Auckland Technical School), 61, 207, 272-97, 312, 321, 336, 347, 359, 375, 387, 390, 401-2, 419, 441, 465, 489, 491, 593, 601, 626, 642, 667, 697.
Shellback, 78.
Shorland's, Miss, 69.
Silverdale, 373, 645, 659.
Southland Technical College, 487, 488.
South Wellington, 443, 477.
Stanley Bay, 415, 417, 439-40, 461n.
Stirling Burgh, 181.
Stokes' Point, 181.
Stratford Technical High, 457.
Summerhill, 630.
Sumner School for Deaf, 488, 554, 634.
Sunnydene, 689.
Sunshine, 464, 569, 598, 610, 636.
Sutherland Technical Institute, 280.
Teheke, 107.
Taipa, 676.
Takahue, 376, 417, 592, 609.
Takapuna, 344, 408, 439, 461n, 470, 472, 476, 650, 692.
Takapuna Grammar, 667.
Tamahere, 491.
Tamaki Intermediate, 676, 692.
Tamaki No. 1, 659.
Tamaki West, 30-1, 181, 593.
Tangiteroria, 676.
Taotaoroa, 412.
Tapapa, 412.
Tararu, 61, 409.
Taraunui, 417.
Tauhei, 649.
Tauhoa, 659.
Taumarunui, 415, 649.
Taumarunui District High, 403, 482, 593, 633.
Taupiri, 345-6.
Taupo, 438, 649.
Tauranga, 103, 141, 223, 413, 421, 443, 477, 493, 635, 649.
Tauranga College, 667.
Tauranga District High, 332, 337, 403, 482, 593, 609, 632.
Tauranga South, 659.
Tautari, 412, 432.
Te Akatea, 375, 399.
Te Aroha, 224, 322, 408, 418, 454, 493, 697.

Te Aroha District High, 403, 471, 482, 593.
Te Awamutu, 181, 412, 649.
Te Awamutu College, 659, 667.
Te Awamutu District High, 403, 457, 482, 593, 609-10, 632, 697.
Te Hihi, 394, 610.
Te Hua Hua, 464.
Te Karae, 464.
Te Kowhai, 205, 438, 626.
Te Kuiti, 310, 390, 634, 649.
Te Kuiti District High, 374, 403, 482, 593, 634.
Te Mapara, 455.
Te Mawhai, 412.
Temuka District High, 404, 477.
Te Pahi No. 2, 375.
Te Papapa, 408, 439, 457, 461n, 606, 615, 648, 686, 690.
Te Puke, 223, 412, 649.
Te Puke District High, 592-3, 607.
Te Puninga, 476.
Te Rahu, 103, 412.
Te Rau-a-moa, 412, 609.
Thames, 72, 97, 141.
Thames Central, 408, 609.
Thames High, 142, 181, 186, 208, 212, 262n, 337-8, 384, 458, 585, 648, 657.
Thames Manual Training, 285, 287-8.
Thames North, 609.
Thames School of Mines, 288.
Three Kings, 648.
Three Kings Wesleyan, 9, 18.
Timaru, 404.
Timaru Boys' High, 633.
Tirau, 412.
Tiroa, 432.
Titirangi, 253, 659.
Titoki, 676.
Tokonui, 486.
Tokoroa, 438.
Totara North, 146-7.
Tuakau, 394, 438, 491, 561.
Turanga Creek Anglican, 36, 52.
Turanga Creek No. 1, 316.
Turua, 103.
Upper Matakana, 79.
Upper Waiwera Springs, 254.
Uppingham, 169.
Vauxhall, 461n, 479, 634, 697.
Victoria Valley, 438, 464, 592.
Wade, 52, 254, 273, 373.
Waharoa, 571.
Waiau, 394.
Waiheke Central, 431, 676.
Waiheke Island, 222.
Waihi, 238, 417, 446.
Waihi Central, 412.
Waihi District High, 288, 331, 333, 337, 403, 458, 482, 491, 493, 593, 599, 626.
Waihi Junior High, 607.
Waihi South, 490, 610.
Waihopo, 205.
Waihou, 205, 316.
Waikiekie, 322.
Waikumete, 253.
Waimamaku District High, 659, 676.
Waimana, 412.
Waimate, 464.
Waimate District High, 550.
Waimate mission, 45.
Waimatuku, 488.
Waimiha, 471.
Waingaro, 375, 399, 596.
Wainui, 254.
Waiokaraka, 103, 141, 208, 211, 222, 300, 491.
Waiorongomai, 262n.
Waiotahi Creek, 141.
Waiotira, 471, 609.
Waioweka, 412.
Waipaipai, 609.
Waipipi, 394.
Waipoua, 464.
Waipu Central, 31, 55, 418.
Waipu Cove, 55, 78, 491.
Waipu Upper, 592.
Wairere Falls, 455.
Wairoa Road, 36, 52, 55.
Wairoa South, 181, 393, 593.
Waitakaruru, 571.
Waitaki Boys' High, 487.
Waitangi, 106, 394.
Waitoa, 438, 649.
Waiuku, 31, 36, 55, 73, 394.
Waiuku District High, 609, 676.
Waiwera, 124.
Waiwera Springs, 254.
Walton, 390.
Warkworth, 147, 254, 649.
Warkworth District High, 593, 676.
Waterlea, 685.
Wellesley Street, 73, 103, 114, 126, 135, 138, 163-4, 166, 168, 172-4, 206-8, 211, 218, 222-4, 231, 240, 245, 249, 262-3, 268-9, 284, 292-3, 299, 301, 313-5, 317, 334-5, 349, 353, 606-9, 614, 630-1.
Wellington Academy, 68-9.
Wellington College, 458.
Wellington Technical, 289.
Wellsford, 438, 609, 649, 676.
Wesley, 659.
Wesleyan College and Seminary, 19, 37, 45, 61-2, 95, 208n, 697.
Wesleyan Day, 31.
Wesley Intermediate, 676.
West Christchurch Borough Girls', 177.
West Cowes, 72.
Westmere, 593, 610.
Westport, 533.
Weymouth, 394.
Whakapara, 644.
Whakatane, 408, 412, 471, 649, 659.
Whakatane District High, 403, 479, 482, 490, 609, 632, 636, 659.
Whangamarino, 431, 592.
Whangape, 52.
Whangarata, 394, 490.
Whangarei, 55, 61, 141, 211, 222, 252, 374, 408, 438, 471, 491, 630, 635, 657, 692.

Whangarei Heads, 52, 55, 115, 132.
Whangarei High, 186, 384, 453, 508, 599, 643, 657.
Whangarei Manual Training, 285.
Whangaroa, 61, 124, 464.
Wharehine, 181.
Whareora, 132.
Wharepoa, 310.
Whau, 52, 78.
Whau Valley, 492, 609, 649.
Whitehall, 490.
Whitford No. 1, 393.
Whitford No. 2, 393, 610.
Whitiora, 462n, 471, 592.
Wilson Home, 598, 636, 692.
Winchester, 404.
Woodside, 103.
schools, agricultural high, 537, 642.
schools, aided, 121, 125, 132, 218, 236.
schools, Anglican, 34-6.
schools, boarding, 34, 71, 585.
schools, central, 373, 460.
schools, classification of, 70, 236, 240, 347, 357, 362-7, 377, 392, 410, 424-6, 441, 446, 454, 472n, 489, 508, 516, 544-6, 570, 578-80, 584, 604, 620, 638n.
schools, combined, 575, 599, 683n.
schools, consolidated, 454-5, 482, 497.
schools, continuation, 272, 275, 421.
schools, contributing, 460, 599, 627.
schools, country, 41, 47, 50, 75, 78, 128, 131, 168, 198, 236, 246, 251, 256, 261, 268, 271, 290, 308, 339, 350, 356-7, 387-9, 399, 403, 409, 412-3, 438, 440-1, 446, 454-5, 467, 471, 496, 503, 525, 531, 544, 547, 605, 615, 620, 627, 637, 639.
schools, denominational, 8, 15-8, 33-6, 49, 52-5, 68, 87, 412.
schools, district high, 100, 133-4, 154-60, 176, 182, 186, 195, 287-8, 331-7, 366, 388n, 389, 396, 403, 413, 425, 429, 436, 460-1, 465-8, 473, 482-6, 497, 507, 509, 543-5, 551, 558, 566, 570, 575-8, 584, 592-4, 605, 620-1, 626-8, 632-3, 638, 640-3, 650, 659-61, 665-6, 671, 689.
schools, domestic arts, 537.
schools, establishment of, 8, 36, 43, 75, 100, 116-20, 125, 207, 396-7, 544, 550.
schools, evening (night), 102-3, 236, 272, 411.
schools, farm, 465.
schools, free, 48, 54.
schools, grammar, 536, 545, 600, 633, 649.
schools, half-time, 75, 92, 109, 126, 133-4, 262n, 316, 338, 345, 350, 369, 375, 398-9, 409, 417, 425n, 429, 461, 471, 592, 604, 626.
schools, high, 188, 194-5, 209, 335, 341, 373, 396, 436, 458, 460, 508, 517, 536-7, 583-4, 643, 649, 665, 687.
schools, higher elementary, 373, 460.
schools, higher grade, 334, 373.
schools, household, 476.
schools, industrial, 64, 122, 189, 198, 225, 257, 398.
schools, infant, 22-3, 69, 73, 178n, 201, 363, 593.
schools, intermediate, 530, 552-4, 570, 574-80, 583-4, 592, 598-601, 605, 625-8, 631, 634, 638, 648-9, 655, 659-60, 671, 676, 678, 685-9, 705.
school sites, 41, 50, 73, 77, 120, 125-7, 205-6, 288, 341-2, 383, 409, 411, 439-40, 445, 455-7, 473-6, 479, 518-25, 535-7, 570, 593, 603, 648, 655, 660, 683, 689, 692, 703.
schools itinerant, 461.
schools, junior high, 452-61, 482, 496, 513, 518, 537, 570, 574, 592, 598-601.
schools, junior secondary, 700.
schools, junior technical, 460, 537.
schools, management (organization) of, 49-51, 57, 109, 248, 253, 294, 425-7, 430, 449, 458, 472, 478, 498, 600, 617.
schools, mission, 585.
schools, mixed, 22, 41, 69.
schools, model, 406-7, 425, 543.
schools, Montessori, 421.
schools, multi-purpose, 641.
schools, native (Maori), 75, 106, 120, 122, 238, 247, 412, 416, 446, 474, 538, 545, 548, 550, 580, 585, 589, 605, 620, 649, 657-8, 687.
schools, new, 215-6, 228, 289, 340-3, 350, 382, 387, 452, 514, 524, 649, 655, 658, 679, 705.
schools, normal, 425, 456.
schools, nursery, 373, 608-9.
schools, observation, 377.
schools, open-air, 377, 380, 421, 443, 477-8, 539.
schools, preparatory trade, 286.
schools, Presbyterian, 31-2, 36, 49-50, 87.
schools, primary, 78, 114, 125, 139, 156, 175, 198, 207, 212, 250, 265, 276, 282-91, 308, 314, 317, 330, 335, 343-4, 347, 352-4, 375, 384, 388, 392, 400, 421, 435-6, 442, 451, 454-6, 460, 466-9, 473, 482, 495-8, 503, 512, 522-5, 530, 536, 544-6, 550, 553-8, 564, 567-77, 581-6, 590-1, 599, 605, 627-31, 638, 640-50, 655-61, 666-7, 671-3, 678, 686-9, 697, 701, 704.
schools, private, 36-7, 71, 84, 92, 153, 178, 184, 208, 211-2, 257, 335, 345, 388, 398, 452, 576, 598, 614, 630, 658, 679, 696.
schools, reformatory, 198.
schools, Roman Catholic, 34, 42, 257, 339.
schools, Sabbath, 36.
schools, secondary, 137-9, 208, 212, 227, 276, 286, 302, 317, 330, 335, 347, 352, 375, 380, 384, 388, 392, 396-8, 404, 421-2, 441, 449, 453-9, 473, 495-8, 509, 519-22, 525, 529-30, 536-7, 544-7, 550, 553-4, 566-7, 573-5, 581, 585-6, 592, 599-601, 610, 617-9, 627, 629n, 631-2, 638-43, 646, 649-50, 657-61, 664-7, 671, 676-8, 683n, 686-9, 690n, 696, 703.

schools, shelter-shed, 382, 412.
schools, small, 57, 75, 125-9, 144, 149-50, 215, 238-40, 243-4, 251, 255-6, 302, 308, 337-9, 351, 387-9, 416, 440, 460, 467, 471, 544, 559, 578, 585-6, 604-5.
schools, special, 398, 424, 448-9, 685, 689.
schools, summer, 291, 376, 487.
schools, superintendents of, 8, 26, 54.
schools, technical, 282, 357, 373, 388n, 397, 401, 436, 440, 448, 452, 458, 460, 465, 496, 519-20, 522, 525, 529, 537, 544-7, 550-1, 566, 581-3, 599-601, 629, 641-3, 646, 650, 666, 683n, 703.
schools, technical high, 398, 413, 456, 473, 536, 569, 575, 584, 592, 627, 643, 665.
schools, town, 47-8, 74, 123, 128, 137-8, 142, 146, 205, 249, 251n, 271, 282, 299, 306, 308, 365-7, 377, 409, 413, 439, 441, 446, 479, 491, 508-9, 637, 641.
schools, undenominational, 32, 36-7.
Schramm, Frederick W., 637.
Schultz, Robert, 21.
Scobie, R. A., 562.
Scotland, 7-8, 10-1, 17, 25, 32, 56, 181, 261, 295, 421, 450, 460, 553-5, 573, 606n, 700.
Scott, A. N., 431.
Scott, Charles E., 257, 568, 609.
Scott, Gilbert, 464, 469.
Scott, Herbert, 412.
Scott, J. W., 414.
Scott, John L., 153, 222, 231, 234, 256, 374.
Scott, Margaret R., 318.
Scott, Walter H., 609, 657.
Second World War (1939-45), 595, 598, 612-31, 638, 644, 647-9, 663.
Seddon, Dorothy M., 318.
Seddon Memorial Technical College Board of Managers, 437, 464-5, 491, 530, 570, 593, 614, 678.
Seddon, Richard J., 199, 224-5, 230n, 237-8, 271, 275, 295, 302-5, 312, 334-6, 359.
Selby, Johnson, 231-2.
self-government (in schools), 449, 495.
Selwyn, George A., 6, 8-9.
Semadeni, Casper, 337, 491.
Service of Thanksgiving, 708.
settlement, rural, 10, 12, 125-6, 204, 215-6, 244, 255, 312, 338-9, 357, 440, 455, 471-4.
settlements, immigration, 47-9.
settlements, pensioner, 8, 13, 49, 53.
Seville, Edward W., 490, 609.
Sewell, Henry, 13.
Sexton, Margaret C., 610.
Shalders, R. B., 12, 15.
Shaw, J. W., 486, 559, 594.
Sheehan, John, 54, 61, 67-8, 85-7, 95-6.
Shelley, Sir James, 477, 487, 571, 574.
shelter-sheds, 341-2.
Shepherd, C. L., 697.
Shepherd, Frederick H. M., 380.
Shera, John M., 102, 296.
Shirtcliffe, G., 541.
Shorland, George H., 464, 577, 642, 649, 654-8, 680-2, 702, 707.
Shove, Thomas, 68, 89n.
Shrewsbury, Elsie, 235, 256, 315, 337, 363, 431.
Shroff, Kate S. M., 315, 431.
Silverdale, 446, 645.
Simkin, William J., 708.
Simmons, L. F., 456.
Simms, James, 72.
Simpson, Euphemia, 387-8, 417.
Sims, Sydney B., 462, 531, 568-9, 583, 592, 624.
Sinclair, Andrew, 8.
Sinclair, Elizabeth, 81, 303, 493.
Sinclair, Jane F., 81, 166.
Sinclair-Burgess, W. L. H., 606.
Singer, William, 17-8, 31.
Sisters of Mercy, 34.
Skinner, Clarence F., 642.
Skinner, Percy F., 380.
Skoglund, Philip O. S., 696n.
Slater, W. T., 573.
slates, 38, 79, 165, 179, 267, 308.
Sloman, John F., 96-7, 190-2, 329.
Smales, Gideon, 37.
Small, Harold S., 106, 256, 465.
Small, James S., 105-6, 256.
Smallfield, Percy S., 211n, 697.
Smart, James, 274.
Smith, Cholmondeley R., 71, 109-10, 234.
Smith, George H., 624-5, 642, 659.
Smith, Hubert, 591.
Smith, Isabella, 170.
Smith, John, 240.
Smith, Kate, 170.
Smith, M. P., 672.
Smith, Martha, 170.
Smith, Percy, 191.
Smith, Richard C., 395-7, 437, 461.
Smith, S., 640.
Smith, Sidney G., 552, 578, 582, 586n.
Smith, T. H., 78.
Smith, T. R., 667-8.
Smith, William H., 296.
smoking, juvenile, 305-6.
Snell, Frederick A., 462, 531-2, 557, 568-9, 572-4, 583, 592, 624.
social security, 540, 571, 586, 617.
socialism, 231, 446.
Solomon, Lola, 490.
Sommerville, H. A., 697.
Sommerville, Malcolm J. B., 656, 682.
Sommerville, Robert, 137, 697.
South African War, 302, 409.
South Auckland, 392, 584-5, 639, 662, 667-9, 672, 680, 687, 703-6.
South Auckland Federation of Parent-Teacher Associations, 663.
Southern Cross, The, 15-8, 20n, 22-4, 53.
Southey, C. C., 672.
South Island, 393, 419, 472, 640.
Southland, 100, 131, 148, 204, 219, 248, 356, 385, 391-3, 399, 438, 486-7, 535,

564-6, 576, 579, 583, 590, 680, 695, 706.
South Ward, 672-4.
Special Committee on Moral Delinquency in Children and Adolescents (1954), 696.
Special Education Treatment (1946), 691n.
speech clinics, 635, 705.
Speech Therapists' Association, 635.
speech therapy, 488, 597-8, 635, 689-92.
Speight, Bessie A., 70.
Speight, R. G., 402.
Speight, W. J., 147, 249.
Spence, A. L., 587, 591.
Spence, G. A. D., 591.
Spencer, G., 293.
Spencer, Herbert, 79-80, 140, 303, 389.
Spencer, N. B., 616.
Spencer, Thomas J. F., 671-2.
Spencer, W. E., 414, 453, 484, 519.
Spencer, W. F., 248.
Spooner, G. E., 461, 568-70, 583, 587, 591-4, 624-6, 697.
Spragg, Wesley, 303.
Squirrell, George, 301.
stabilization, 647-53, 660, 680.
Stables, John, 31.
Stacey, R. S., 508.
staffing, 239-41, 245-6, 251, 256, 285, 315, 327, 332-3, 337, 344, 387-90, 420, 433, 437, 440-1, 446, 457, 469, 474, 502, 505, 508, 511-2, 516-8, 522-3, 527-30, 533, 543-5, 550, 559, 574, 578-81, 590-1, 604, 619, 622, 627, 637, 640-1, 644, 649, 664, 682, 688, 704.
Stafford, E. W., 93.
Stagpoole, Thomas, 480.
Staines, George, 50.
Stallworthy, A. J., 697.
Stallworthy, John, 303, 311, 338, 362, 462, 697.
standing committee on administration, 705-6.
Stanton, Sir Joseph, 614.
Stark, George H., 674-8.
State Advances Corporation, 656, 696-7.
State and education, the, 4-5, 8, 15-23, 27, 33-4, 42-4, 50, 55, 87, 231, 265, 308, 338, 403, 450-1.
Statham, May, 321-2.
Steadman, Ella, 73, 81.
Steele, D. J., 257-8.
Steele, R. B., 432, 642.
Stemson, K. R., 682.
Stevens, Francis W., 72.
Stevens, J. E., 488.
Stevens, Percy E., 157, 222, 606.
Stephenson, George F., 374.
Stewart, Andrew, 71, 190n.
Stewart, G. L., 515, 552.
Stewart, George V., 303, 305.
Stewart, Ralph D., 72, 153, 157-9, 164, 222, 231-3, 240, 249, 256, 262-3, 301, 315, 347, 353-4, 374, 377.
Stewart, Robert O., 30, 62.
Stewart, Washington S., 159-60.
Stone, Charles B., 296.
Stone, C. J., 43.
Stone, Mary M., 598, 636.
Storey, T. H., 683.
Stothard, Sophia S., 176-80, 222.
Stout, Sir Richard, 122-3, 154, 191-5, 198, 265, 301, 384, 514.
Strange, L. A., 672.
Stratford, Clarence F., 480, 562, 606.
Stretton, E. C., 480.
strikes, 371, 451.
Strong, Theophilus B., 448, 453-8, 468, 472-4, 485, 489, 493-5, 500-26, 532-7, 541-53, 559, 588-9, 600-3, 701-3.
Stubbs, George H., 454, 487.
"student assistants", 506-7.
students, training college, 313-4, 317-27, 367, 375, 417, 420, 431, 434, 448, 466, 480, 483-7, 506-8, 542-3, 551-4, 594-8, 608, 619-21, 637-41, 676-7, 683.
students, university, 487, 508, 554, 629, 638.
"student teacher", 506-7.
Studies in Agricultural Knowledge (Petrie), 290.
Studies in Elementary Agriculture (Jackson), 291n.
suffragettes, 328, 344, 369.
Suggestions for the Guidance of Teachers (Petrie), 252.
Sullivan, David G., 613n.
Sullivan, Lily, 496.
Sullivan, William, 660.
Summer School Movement, 487.
Sunnyside (Hamilton), 411.
Sunshine Camp, 569.
superannuation, 307-8, 358n, 374, 389-91, 395, 420, 430-2, 468, 493, 502, 505, 539, 576, 580-1, 586, 590, 601, 617-8, 636-9, 658.
Supreme Court site, 88, 383-4, 629.
Sutherland, George, 456.
Sutherland-Smith, Joan, 285.
Swainson, William, 9-14, 30, 62n.
Swanger, W. H., 533.
Swanson, J., 256.
Swanson, William, 50, 54, 61, 95, 98, 118-9, 153, 188, 303.
swimming pools, 469, 480, 485, 534, 626, 639, 661.
Swinburne, Walter, 31.
Sydney, 9-12, 30, 96, 279, 281, 297n, 538, 611-2, 696.
Sydney, university of, 96, 376.
Sykes, George R., 528.

Taafe, W. A., 560.
Taheke, 675.
Takanini, 644.
Takapuna, 395n, 397, 401, 422n, 472, 597-8, 636, 675, 697.
Takapuna Grammar School Board of Governors, 678.
Talks on Teaching (Parker), 402.
Talks to Teachers (James), 324.
Tamaki, 8-9, 18, 37, 71, 211n, 311, 649, 661, 674-5, 693, 697n.

Tancred, Henry J., 95n.
Tangihua, 204.
Tanner, Barbara A., 464.
Tanner, T. B., 223.
Tapapa, 570.
Tapu, 52.
Tapuhi, 644.
Taranaki, 100, 148, 204, 219, 333, 338, 356, 383, 385, 438, 446n, 451, 458, 466, 477, 491, 535, 548, 552, 579, 584, 590, 629n, 659n, 680, 706.
Taranaki Relief Fund, 1860, 274.
Taranaki School Committees' Association, 552.
Taringamutu, 383.
Tate, Frank, 248, 365, 450-1, 517, 527, 537, 543, 547-50, 634.
Tatton, Joseph A., 380.
Tauhoa, 181.
Taumarunui, 383, 438, 465-7, 642, 669.
Taupaki, 674.
Taupiri, 671.
Taupo, 110, 332, 391-4, 669.
Tauranga, 52, 60, 110, 123, 184, 293, 302, 318, 353, 380, 391-3, 438, 465-7, 642, 660, 664, 671.
Tawney, R. H., 449, 528.
taxation (for education), 5, 11, 25, 44, 49, 56, 72, 87-90, 133, 261, 454-5, 571, 586, 602, 652-3.
Taylor, A. K., 21.
Taylor, Delvis, 692.
Taylor, Fanny J., 318, 457, 591.
Taylor, Florence, 81.
Taylor, Henry, 30-1, 41, 44-7, 62, 176.
Taylor, John C., 13.
Taylor, Margaret, 464.
Taylor, Mary, 81.
Taylor, R. F., 649, 704n.
Taylor, William, 56-61, 69, 178.
teachers, agricultural, 466-7, 519, 525, 544, 565, 642, 687-8.
teachers, appointment of, 8, 23, 30-4, 42, 51, 77-8, 84, 89, 100, 109-16, 132, 142-4, 165, 218-20, 233, 237, 255, 262-4, 285, 289, 338, 347, 350, 357, 389-90, 397-9, 406, 415-7, 424, 427-9, 479, 497-8, 502-10, 513, 518-9, 523-5, 529-33, 537, 550-2, 557, 570, 578-81, 604, 617, 629, 649, 671, 677, 688, 702-4.
teachers, assistant, 23, 73-8, 81-2, 132, 142-4, 161-8, 186, 203, 221, 231-5, 238-46, 252, 256, 309, 332, 338, 360, 366-7, 388, 404, 409, 418, 424-6, 429-30, 441, 457-8, 488, 493, 496, 507, 523-5, 546, 550, 579, 590, 596-8, 604-5, 610, 619-20, 637, 643, 650, 689.
teachers, associated normal, 417.
teachers, classification of, 78, 102, 231, 235, 261, 358n, 360-4, 399, 404-6, 416, 422, 427-30, 507, 522-3, 529-32, 550, 575, 617, 636, 688.
teachers, commercial, 550, 637.
teachers, country, 47, 232, 244, 291, 308, 360-2, 365-7, 375, 387, 402, 437, 551, 577, 637-8.
teachers, dismissal of, 8, 84, 116, 131-2, 144, 230, 234, 263-4, 415, 529, 552, 582.
teachers, domestic science, 442, 618, 636.
teachers, examinations of, 25-7, 30-2, 35, 40-2, 48-9, 57, 73, 77-8, 81, 102, 113, 134, 144, 175, 358, 427, 522, 565, 574-5.
teachers, female, 41, 56, 69, 74, 132-4, 164, 184, 197, 213, 218, 231, 235-9, 242-5, 256, 277, 291, 296, 304, 319, 339, 360, 363-9, 387-8, 424-7, 431, 442-4, 457-8, 493, 497, 507-13, 523, 530, 543, 546, 581, 586, 605, 610, 618-20, 623, 637-9, 643, 689.
teachers, grading of, 358n, 359-68, 376, 387-92, 406, 416, 424-9, 502-4, 509, 522-4, 529, 550, 554, 567, 574-81, 617-8, 636, 641, 688, 702-3.
teachers, head, 73, 76-8, 112-4, 132-4, 138-9, 142-8, 161-5, 174, 203, 221, 231-52, 255-62, 285, 294, 298, 325-6, 360-7, 388, 404-21, 425-30, 455, 458, 469, 478, 482, 487-93, 496-501, 507-8, 523, 526, 546, 590, 593-9, 605-7, 610, 614-20, 626, 630-1, 634, 637, 638n, 643-5, 661, 685-92, 697.
teachers, infant, 239, 242, 247, 366, 565.
teachers, itinerant, 48, 53, 57, 575.
teachers, kindergarten, 425, 522.
teachers, licensed, 430-3, 505, 513.
teachers, male, 69-70, 184, 235-6, 242-4, 251n, 256, 339, 363-7, 379, 399, 404, 427, 431, 455, 530, 544-6, 581, 619-22.
teachers, manual-training, 442, 448, 465, 510n, 518, 525, 619, 687.
teachers, moral character of, 26-8, 40, 47, 251.
teachers, native-school, 425.
teachers, nature-study, 642, 687-8.
teachers, needlework and sewing, 74, 77, 116, 134, 171, 256.
teachers, organizing, 416-8, 430, 446, 491-3, 520, 525, 550, 607.
teachers, part-time, 544, 550.
teachers, physical-education, 443, 487, 525, 544, 550, 630, 639.
teachers, primary-school, 441, 448, 498, 508, 544-6, 565, 590, 618, 688, 703.
teachers, promotion of, 246, 251, 256, 318, 356, 360, 364-8, 377, 388-92, 403, 428-9, 507, 529, 582, 590, 605, 616, 636, 703.
teachers, qualifications of, 30, 52, 57-8, 74, 159, 175, 180, 251-2, 288, 404-6, 468, 509, 644, 688.
teachers, recruitment of, 639.
teachers, relieving, 377, 417-8, 425, 430, 446, 490, 505, 508, 529, 533, 543, 571, 582, 604-5, 616, 621, 630-1, 637-9.
teachers, retirement of, 256.
teachers, retired, 620, 706-7.
teachers, salaries of, 22-3, 26, 31-6, 41-3, 47, 52, 55-6, 73-8, 82, 91n, 101-3, 106, 117, 125-38, 157-60, 163-9, 173-4, 184-6, 196, 215, 221, 224-5, 231-46,

255, 261, 284, 290, 307-12, 315, 318, 325-7, 331-3, 337, 341-3, 350, 357, 358n, 362-7, 387-90, 396, 399, 403-9, 416-20, 425-37, 441-8, 453-4, 472, 479, 492, 502-4, 507-8, 511, 516-24, 527-30, 533-40, 546, 549-54, 557, 571, 574-81, 586, 590, 596, 601, 604-7, 616-9, 627, 636-41, 649-50, 655, 667-9, 683, 688, 700, 704.
teachers, science, 688.
teachers, secondary-school, 366, 388, 425, 441, 448-9, 466, 496-8, 507-8, 525, 530-1, 537, 546, 565, 619, 636n, 688.
teachers, shortage of, 688, 700.
teachers, soldier 424, 616-8, 623, 636n.
teachers, sole, 425n, 426, 525, 605, 637, 638n.
teachers, specialist (reading), 145, 634, 658.
teachers, status of, 174, 325, 344, 415, 419, 507, 565-7, 636-8, 701.
teachers, supernumerary, 571.
teachers, supply of, 32, 50-2, 55, 74, 78, 168, 308, 366, 387-9, 460, 497, 520-2, 579, 637-9, 692.
teachers, technical-school, 396, 496, 507, 546.
teachers, temporary, 425-6, 433, 446, 469, 505, 638.
teachers, trades, 636-7.
teachers, training of, 57-8, 61, 81-3, 101-3, 113, 118, 128, 133-4, 146-8, 154, 161, 169-76, 198, 207, 220-3, 246, 253, 261, 262n, 268, 285, 292, 313-27, 347-52, 357-9, 387-91, 410, 417-9, 449, 460, 466, 486, 506, 512, 520-2, 528, 537-43, 553, 557, 565-7, 578, 598, 608, 621, 636-8, 641, 692, 700.
teachers, transfer of, 392, 454, 498, 503-5, 508, 519, 529, 552, 578, 581-2, 604, 628-9.
teachers, unemployed, 449, 542-3, 603-5.
teachers, unqualified, 36, 142, 179, 252, 286, 324-5, 357, 388-90, 428, 431-3, 489, 493, 498, 506, 639.
teachers, visiting, 133, 172, 636, 686.
teaching-aids, 630, 649-50, 658, 661.
teaching, methods of, 38-40, 56, 78-82, 114, 117, 136, 139, 145, 151, 158-61, 167-9, 176, 187, 198, 202, 206, 210, 248-53, 259, 262, 291, 317, 321, 324, 337, 346, 350-1, 373, 380, 390, 400-3, 407, 418, 430, 444, 449-50, 454, 459, 465, 489-96, 502, 553, 561, 567, 630, 640-2, 658, 700, 704.
teaching, quality of, 27, 35-8, 41-3, 75-8, 89, 96, 102, 142-5, 163-5, 184, 217-8, 250-5, 259-61, 377, 390, 400, 403-4, 416, 425, 494-5, 497, 530-1.
Te Arai, 155, 181.
Te Aroha, 170, 224, 268, 379, 418, 465, 660.
Te Awamutu, 159, 465, 671.
Technical Education Association of N.Z., 464.
"technical instruction", 271, 275.
Teesdale, Jacob T., 223, 624-6.
Te Kauwhata, 467.
Te Kopua, 37.
Te Kopuru, 465.
Te Kuiti, 396, 411, 416, 462n, 464-5, 492, 529.
Te Mata, 316.
temperance, 12, 147-50.
Temperance Lesson Book (Richardson), 147-50.
Tennant, W. P., 680-1.
tennis, 306-7, 323, 380.
Te Puea Herangi, princess, 697.
Te Puke, 305, 380.
Te Puna, 328.
Terry, F. H. K., 614.
tests, mental, 396, 449, 495, 690, 700.
tests, standardized, 565, 650.
Text Book of Psychology (James), 324.
Thames, 37n, 50, 60, 71-2, 76-8, 91-2, 101-2, 105, 109-10, 114, 118, 126, 130, 141, 154-5, 163, 168, 175, 184, 194, 209, 212, 268, 287, 300, 302, 310, 318, 328, 363, 377-9, 391-8, 409, 438, 450-1, 467, 491, 622, 642, 657, 660, 668-9.
Thames High School Board of Governors, 384, 464, 570.
Thatcher, Frederick, 18.
Theory and Practice of Teaching (Thring), 169.
Thom, V. R., 682.
Thomas, Sir Algernon P. W., 171, 274, 353, 441, 529, 571, 606.
Thomas, E., 15.
Thomas, J. H., 672.
Thomas, N. R. W., 560.
Thomas, W., 496-7, 633-4.
Thompson, A. B., 485.
Thompson, G. M., 393.
Thompson, Harriett W., 166.
Thompson, James, 633.
Thompson, Thomas, 273, 296.
Thomson, Sir Godfrey, 449.
Thomson, J. H., 104.
Thomson, John C., 386.
Thorne, Jessie L., 318.
Thornton, H. J., 533, 578, 581.
Three Kings, 37, 153, 184, 273, 483.
Thring, Edward, 169.
Thwaites, George, 81, 222, 310.
Tibbs, J. W., 249, 273, 295, 336, 491.
Timaru, 59, 93, 229, 462, 528, 535, 582, 696n.
Times, The, 114, 279.
timetables, 248, 253, 258, 262, 479, 489, 492, 702.
Tirau, 671.
Tirohia, 644.
Titirangi, 634, 659, 693.
Todd, Iza W. U., 284.
Tokatea, 154.
Tokirima Road, 383.
Tolaga Bay, 154.
Tole, Daniel A., 61, 102, 185.
Tole, Joseph A., 99, 102, 109, 384.
Tomlinson, W., 97.
Tong, C., 256.
Tooman, Francis, 257.

Totman, L. W., 213-4.
Tourret, E., 292.
town-planning schemes, 692-3.
Townsend, E., 639.
Toy, Alice M., 315.
trade, 3, 9-13, 41, 276, 303, 312, 401, 436, 448, 517, 541, 571, 611, 633, 693-6.
training centres, higher grade, 421.
training colleges, 446, 466, 496, 506-7, 522, 542-4, 550-4, 559, 565, 574, 590, 595, 605, 610, 618, 620, 630, 636, 656, 674-6, 692.
Trayes, A. E., 431, 607.
Treacher, K. N., 562.
Treasury, 663, 681, 699.
Tregurtha, C. V., 704.
Trendall, Arthur D., 284.
Trevithick, J. G., 267-8.
Trinity College (Dublin), 30, 162.
truancy, 105, 358n, 388, 479, 686.
Tuakau, 61, 156, 417, 675.
Tubbs, Henry A., 212.
Tucker, Thomas G., 110, 113, 146, 171, 189-90.
Tuhikaramea, 311.
Turanga Creek, 52.
Turbott, E. G., 562.
Turbott, Thomas, 416-8, 478n, 492, 562, 607, 615, 623-6, 643, 662, 707-8.
Turley, Wilfred A., 464.
Turner, J. H., 256.
Turner, Margaret W., 610.
Turner, W. D. R., 130.
Turoto Road, 383.
Twentyman, Kate, 284.
Tylcoat, Percy G., 412n.
Tyler, Yvonne, 692.

Udy, Annie, 170.
Udy, Richard, 110, 153, 162n, 190, 202, 205, 231-2, 234, 248, 252, 273-4, 310, 333n.
unauthorized expenditure, 452, 469-71.
unemployment, 312, 448-9, 451-2, 542-3, 570, 601-3.
Unemployment Board, 602-3.
Union Bank of Australia, 63.
United Nations, 694-5.
United Nations Educational Scientific and Cultural Organization, 610.
United Party, 527-9, 540-1.
United States of America, 3-4, 17, 20, 125, 140, 181, 200-1, 265, 289, 296, 321, 344, 346, 351, 371, 415, 421, 422n, 435, 443, 450, 454-5, 459, 495-6, 553, 555, 558, 560, 587, 591, 600, 611, 614, 621-2, 694-5, 701.
University Athletic Club, 323.
university entrance, 396, 531, 539, 554-7, 565, 631-4, 661, 703.
University of New Zealand, 84, 95-7, 142, 184, 188, 220-1, 226, 318, 350, 353, 376, 565-7, 584, 595, 616, 628, 632-4, 661, 695.
university site, 63, 97-8, 372, 441, 696.
Umupuia, 310.
Upper Okauia, 390.
Upton, Frederick A. C., 625, 662, 667, 672.
Upton, John H., 69, 110, 115, 132, 146, 151, 160n, 171, 194, 202, 296, 462.
Utting, G. N., 596.

Vaile, Edward E., 697.
Vaile, George, 15, 24.
Vaile, Samuel, 15, 697.
Valentine, J. A., 552.
Valentine, John C., 39-40.
Valentine, Winifred A., 490, 597.
Vauxhall, 439, 472.
Venn, G., 644.
Vere Foster's Copy Books, 76, 150-1.
Vialoux, Kate V., 490.
Victoria, 45, 51, 74, 169, 248, 251, 291, 314, 365, 373, 451, 517, 520, 527, 537-8, 543, 548, 569, 701.
Victoria, Queen, 1-2, 6, 44, 61, 200-1, 225, 278, 298, 301.
Victoria University College, 225, 453, 458, 565, 641.
Victoria Valley, 181.
vision defective, 689, 692.
Visual Education Association, 626.
Vogel, Sir Julius, 88, 122.
voluntary contributions, 36, 43, 56, 76, 113, 119-20, 123, 127, 154-6, 244, 296, 339, 397, 452, 469, 479, 519, 522, 534, 545, 550, 554, 570, 578, 580, 595, 650, 683, 678.

Waddell, Myra B., 222.
Wadman, B. A., 682.
Waiheke Island, 392, 476, 669.
Waihi, 287, 331, 341, 377, 467, 476, 671.
Waikato, the, 12, 45-7, 60, 110, 156, 160, 184, 288, 328, 363, 374, 391-4, 412, 438, 467, 535, 568, 616, 628, 663-5, 669.
Waikato Hospital, 635.
Waikato School Committees' Association, 628.
Waikato Times, The, 481n, 663.
Waimate, 8.
Waiotahi Valley, 413.
Waiotehue, 644.
Waipa, 37, 110, 391-3, 669.
Waipipi, 49.
Waipu, 10, 55, 155, 268, 303, 318, 376, 678, 697.
Wairakei, 695.
Wairarapa, 226, 404n, 528.
Wairau, 52.
Waitakaruru, 383.
Waitomo, 338, 382, 391-3, 669.
Waiuku, 10, 52, 55-7, 73, 310-1, 318, 467.
Waiwera, 171, 181, 223, 584.
Wakefield, Edward, 108.
Wakefield, Edward Gibbon, 13.
Wakefield, Edward J., 13, 697.
Wakefield, Lilian P., 697.
Walker, Maxwell, 209, 224.

Walker, R. L., 412.
Walker, Spenceley, 542, 560, 607, 697.
Walker, William C., 228, 238-9, 245, 271, 312n.
Walker, W. R. C., 300, 332, 421, 493.
Wallace, David B., 338n, 365, 569.
Wallace, Eliza G., 81.
Wallace, Harry, 285, 291, 347, 560, 594, 606.
Wallace, James, 19.
Wallace, James, (Otago), 519, 527.
Wallbridge, Eva G., 686.
Wallden, Beatrice M., 285.
Waller, J. W., 72.
Wallis, Emily A., 166.
Wallis, Dr James, 109.
Wallis, Rev. James, 10.
Walton, J. L., 287.
Walton's claim, 191-2.
Wanganui, 13, 100-1, 108, 148, 204, 219, 244, 248, 291, 338, 356-8, 385, 393, 438, 453-4, 491, 533-5, 550, 565-6, 572-3, 578-9, 583-4, 620, 628, 636-7, 651, 659n, 680, 704.
Wann, Marianne, 73, 91, 173, 223.
Ward, Sir Joseph, 245, 313, 328-9, 350, 369-71, 384-6, 432, 447, 527.
Warkworth, 10, 268, 467, 660, 674.
Warner, Gareth W. R., 609.
Warren, Millicent, 284.
Warren, Thomas F., 103, 223, 334, 398-9, 453, 568.
Washburne, Carleton W., 495.
waste lands, 14, 20, 33, 115.
Waterhouse, Emma, 45n.
Waterhouse, George M., 45n.
Waterhouse, John, 45n.
Waters, Thomas, 70.
Waterview, 648.
Watkin, Beatrice, 170.
Watson, Ailsa, 598.
Watson, J., 456.
Watson, James W., 609.
Watson, Robin, 644.
Watt, Robert M., 205-6, 256, 314-5, 341-2.
Wattam, R., 644.
Watts, F. B., 587.
Wayland, J. W., 72.
Wearmouth, Edmond, 481.
Weaver, Charles, 412n.
Webb, C., 591.
Webb, Frederick C., 201.
Webber, A. S., 217-8, 256, 291, 422, 431.
Webber, J. S., 222.
Webber, R. M., 562.
Webster, Arthur, 318.
Webster, Harold E., 318, 380, 493, 607.
Webster, John S. B., 609.
Webster, Robert S., 455.
Weir, G. L., 508.
Welham, Alma A., 212.
Wellington, 13, 19, 45, 60, 100-1, 122-4, 148, 152, 156, 184, 192, 201, 204, 218, 225, 239, 267, 270, 278-9, 282, 289, 308, 313, 329, 342, 345, 350, 355-6, 385, 391-3, 399, 417n, 419-21, 429, 438, 447, 454, 457, 461-2, 466, 477, 496, 511n, 512-9, 528-9, 533-41, 547, 553, 564-6, 569, 572-4, 578-84, 588-90, 594-6, 605, 608, 613, 628, 647, 652, 657, 659n, 667n, 671, 678-80, 693, 703-6.
Wellington Teachers' Training College, 486, 491, 542, 594.
Wells, Florence M., 383, 493.
Wells, John F., 489, 591, 599-600, 631.
Wells, Thomas U., 218, 223, 231-2, 256, 288, 291, 344, 347-8, 386, 415, 417n, 424, 431, 454-5, 459-61, 485, 490, 493, 496, 531-2, 553, 557, 564, 568-70, 575, 578-9, 594, 600, 606, 625.
Wellsford, 467, 625, 674.
Wernham, W. J., 431, 491, 496.
Wesleyan Mission, 9-10, 18, 45n.
Wesley College Trustees, 178, 189, 193, 197.
Westlake High School Board of Governors, 678.
Westland, 100-1, 148, 219, 238, 244, 356, 375, 695.
Weston, R. J., 662, 674.
Weston, Thomas S., 240.
West Ward, 311, 322n, 338, 393, 395-7, 462-3, 568, 583, 624-5, 662, 672.
Whakahara, 318.
Whakatane, 204, 391, 393, 467, 476, 669.
Whakatane Hospital, 636.
Whangarei, 10, 40, 55, 60-1, 110, 155, 159, 268, 288, 292-4, 297, 302, 310-1, 363, 376-9, 383-4, 391-3, 396-8, 416-8, 450, 460-2, 492-3, 535, 569, 584, 616, 624-6, 636, 642-3, 660-4, 669, 674, 678, 697.
Whangarei Heads, 52, 78.
Whangarei High School Board of Governors, 384, 464, 570, 678.
Whangarei Urban Area, 624-5, 662, 674.
Whangaroa, 391-3, 669.
Whangape, 52.
Whangaripo, 305.
Whau, 9, 52, 104n.
Whitaker, Frederick, 11, 14-6, 45-9, 54n, 63, 122, 177, 182, 193n.
Whitaker, J. R., 431.
White, William F. G., 674-8.
Whitehead, Arthur, 222.
Whitelaw, Annie, 208.
"white lines" policy, 684-5.
Whitiora, 440.
Whitwell, Thomas H., 562, 609.
Whyte, Rimu B., 464.
Widdicombe, R. A., 577, 682.
Wilcox, Elizabeth, 287.
Wild, G. V., 633, 643, 657, 704n.
Wilkie, Allan, 451.
Wilkinson, H. F., 594.
Wilks, Doris E., 318.
Willis, H. P. T., 656, 702.
Williams, Henry, 6, 30.
Williamson, James, 11.

Williamson, John, 14-8, 21, 32, 35, 43-4, 47-9, 61-5, 88-92.
Williams, Sir Joshua S., 263-4, 384.
Williams, W. J., 273.
Williams, W. P., 572-3.
Wilson, Beatrice A., 485.
Wilson, Ebenezer, 223, 337, 606.
Wilson, Ethel W., 457.
Wilson, Frank R., 318, 379.
Wilson, George, 415.
Wilson, J. H., 130.
Wilson, James J., 209.
Wilson, Janet, 431.
Wilson, Joseph, 31.
Wilson, R. C., 485.
Wilson, Thomas, 638-9, 676.
Wilson, Tom W., 56, 78, 115, 222, 422.
Wilson, W., 482.
Wilson, W. C., 18.
Wilson, W. R., 598, 697.
Wingate, James, 190n.
Winsor, W. H., 477.
Winstone Estate, 521.
Winstone, John, 53.
Winter, Nathaniel A., 223, 334.
Wiren, Alix J., 677.
wireless broadcasts, 559-61, 570, 574, 661, 707.
Wiseman, Alexander, 315, 319.
Wiseman, James, 190n.
Witham, R. C., 222.
Women's Freedom League, 344.
Women's Political League, 305-6.
Women Teachers' Association, 511, 608.
Wood, Caleb, 70.
Wood, Reader G., 30, 94.
Wood, William, 170, 172-3, 191.
Woodall, J., 402.
Woodhill, 675.
Woods, Archibald H., 457.
Woodward, William, 202, 223, 234n, 248, 252, 360.
Wooller, Joseph, 489.
Workers' Educational Association, 303, 421, 464, 488, 554, 570, 624.
Worsley, W. H., 339, 493.
Worsley, W. R., 697.
Worthington, Emily J., 73, 81.
Worthington, Henry, 40, 52, 55, 72-3, 81-2, 89, 103, 106, 134, 138, 146-8, 153, 163-5, 172-6, 202, 218, 223-4, 234, 248, 349, 702.
Wright, Charles S., 89n.
Wright, Kaye, 70-1, 81.
Wright, Jacob H., 201-2, 205, 234, 252, 270, 360.
Wright, J. K., 158-9.
Wright, Robert A., 498, 510-9, 526.
Wrigley, Agnes, 216-7.
Wrigley, James, 71.
Wyatt, T. E., 66, 97.
Wykes, Alan R., 596.
Wynn, Robert W., 50, 61, 63-4.
Wynyard, Robert H., 7, 13-6.

Year Book of Education, 1932, 547.
Year Book of Education, 1948, 629n.
Young Delinquent, The, (Burt), 449.
Young, James A., 438, 528.
Young, Linda, 160.
Young, Patience A., 166.
Young Men's Christian Association, 12, 59, 166, 273.
youth centres, 634n.
youth services, 640.

Zilliacus, Laurin, 555-6, 564-5.
Ziman, Ralph L., 257.
Ziman, Solomon N., 212.

PRINTED BY WHITCOMBE AND TOMBS LIMITED

GLORIOUS ENTERPRISE

The History of the Auckland Education Board 1857-1957

IAN CUMMING

Z370·99311

WHITCOMBE
& TOMBS LTD

THE AUTHOR

Ian Cumming was born in Kirkcaldy, Scotland, in 1912. He went to Australia in 1921 and, after completing his secondary education at Melbourne Boys' High School, attended the Melbourne Teachers' College and the University of Melbourne where he graduated Bachelor of Arts and Master of Education. He was a teacher in the Victorian Education Department until, in 1947, he was appointed Senior Lecturer in Education in the University of Auckland, New Zealand. He was an Imperial Relations Trust Fellow and was attached to the University of London Institute of Education; he pursued research in England and France into the life and work of the eighteenth century *philosophe,* Claude-Adrien Helvetius, becoming Doctor of Philosophy in 1953. In 1958 he was elected a Fellow of the Royal Historical Society.

Glorious Enterprise: The History of the Auckland Education Board, 1857-1957, is the author's second book. His first, *Helvetius: His Life and Place in the History of Educational Thought,* was published by Routledge and Kegan Paul, London, in 1955. He has also written for educational journals in New Zealand, Australia, U.S.A., Japan and Germany.